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ABSTRACT

This document surveys the matters to which boards of trustees address themselves and analyzes the degree and detail of attention devoted to various types of decisions in a broad array of subject classifications. The research concentrated on the boards of four-year institutions of public (state) higher education. It employed a nonreactive data-gathering technique, the key operational step of which was the coding of more than 7,000 individual trustee board actions from content analyses of the official board records of over 100 meetings by 20 trustee boards. Results encompassed characteristics of trustee boards and the institutions they govern; the volume and range of matters considered by boards; policy decisions, operating decisions, and delegated decisions; and board decision patterns. Appendices included descriptive characteristics of the sample trustee boards and the institutions or systems they govern and coding protocol for subject areas and general subclassifications of trustee actions. A 21-item bibliography is included. (MJM)

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Boards of Trustees: Their Decision Patterns

REPORT ON RESEARCH

JAMES GILBERT PALTRIDGE

JULIE HURST

ANTHONY MORGAN



CENTER FOR RESEARCH AND DEVELOPMENT IN HIGHER EDUCATION
UNIVERSITY OF CALIFORNIA, BERKELEY

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Foreword

Research projects depend upon the goodwill, the cooperation, and the sharing of expertise that is given to the effort by respondents and subjects of the research, and by those who prepare and interpret the research.

Because of the anonymous manner in which boards offered and carried out their cooperation with this research project, special gratitude must be expressed to those boards and their executive officers, known only to themselves, for their participation in this endeavor.

The advisory committee which participated in the planning and design of this study contributed valuable advice and participated in the development of guidelines for gathering and analyzing the large volume of data which provided the base for the study. The concept of the study depended largely on their wide experiences. Any shortcomings in the conduct of the study or in the analysis of its findings are the responsibility of the research team, and primarily that of its director. The advisory group included Algo D. Henderson, J. L. Zwingle, Lyman A. Glenny, Dale Tillery, Robert C. Wilson, Harold Hodgkinson, and Marjorie Woolman.

The project director feels that a special word of gratitude must be acknowledged publicly to his two research associates, Julie Hurst and Anthony Morgan. Theirs was the tedious task of absorbing all the background information on each board and then coding each board action. Their conscientious and careful adherence

to the definitions jointly prepared for each coding decision was the basis for the project director's confidence in the maximum degree of reliability that could be obtained from data of this sort.

Extraction of the basic data (Chapters I through V) was supervised by Charles Gehrke and Diana Fackenthal, and advised by James Bavry. A special word of appreciation is due Jonathan Warren of Educational Testing Service, Berkeley, who designed and executed the data analyses which resulted in the composite and prototype board decision patterns which are the subject of Chapter VI.

The discursive interpretations of the data and comments on the possible implications of data configurations to institutional or trustee board characteristics are solely those of the principal author.

James Gilbert Paltridge
1973

Introductory and Précis of Findings

Over a period of several years, most research on collegiate boards of trustees has centered on board size and composition or on the board member's personal perceptions and experiences of his authority and responsibilities. The purpose of these studies was primarily to gauge board effectiveness in terms of member qualifications. The resulting literature sought to impress trustee boards as governing organizations, with the importance of their key decisionmaking responsibilities. Little has been done to measure the scope of trustee board decision activity as a means of gauging board effectiveness and productivity.

The research reported herein is a pioneer effort to survey the matters to which boards address themselves and to analyze the degree and detail of attention devoted to various types of decisions in a broad array of subject classifications. It concentrated on the boards of four-year institutions of public (state) higher education. It employed a nonreactive data-gathering technique, the key operational step of which the coding was of more than 7000 individual trustee board actions from content analyses of the official board records of over 100 meetings by 20 trustee boards. It produced a wealth of evidence bearing on the range of matters with which trustee boards concern themselves, the volume of their decisions, and some indications of the importance and perhaps appropriateness of many of their actions. It also produced a number of distinctive *decision patterns*, some of which are common among particular types of boards. It offers some answers

to the question: What matters are of concern to different boards of trustees, what relative degrees of interest do they evidence in different problems or policy determinations, and how many decisions and other actions do they make? It does not discover *how* decisions are made, or *why* particular actions or patterns of activity are of detailed interest to some boards.

As the research team approached this study, it became evident that important changes and apparent trends in the trusteeship of *public* institutions of higher education would form an important background setting for the study.

In the first place, the *number* of trustee boards of public colleges and universities showed a marked decrease through the decade of rapid expansion and then a gradual leveling off in the growth of higher education by the public sector. This is because more and more state colleges and universities are being consolidated into multicampus systems or combined into single systems under one board which governs all public four-year institutions, and in some cases also the two-year institutions, in the state. In 1960, 380 public four-year institutions were governed by 218 boards. By mid-1972 the number of institutions had risen to 430 and the number of boards had been reduced to 164 (Mortorana and Hallis, 1960; Education Commission of the States, 1971; and succeeding public announcements). Pending consolidations may further reduce this total.

The increasing power of state administrations and legislatures appears to have taken some key areas of authority and legislative policy determination from the trustee boards of public institutions. On the other hand, the increasing complexity of higher education systems has centralized more decisionmaking, and this has resulted in professional administrators and administrative staffs which control broader areas of institutional governance.

The most significant finding of this research is that boards undertake a tremendous volume of decision actions in the course of a year's meetings, and much of

this volume is in the form of pro-forma actions on long lists of detailed operational matters. The responsibility for legislative policy formation, long-term planning, administrative guidance, review of performance, and support of the institution as it faces hostile critics from within and without the campus are frequently given minor attention or left to the initiative of administrators or governmental agencies.

The placement of final responsibility for decisions on operational matters is an issue that involves the real degree of delegation the board is willing to confer upon its administrative organization. If a board insists upon approving by name every staff appointment, promotion, and leave of absence, every disbursement of funds under previously approved budgets, and great numbers of other operational decisions before the fact of their execution, it must assume a great responsibility for staff work and individual analytical investigations which are concomitant with such a high degree of control. Most boards simply do not have this capacity, and the individual members, if they are conscientious in their work, are frustrated by the quasi-delegation of their control function without meaningful delegation of the responsibility for such control.

The preoccupation of most boards with excessive amounts of operational detail is further illustrated by the fact that the largest proportion of nearly every board's actions, in some cases a majority, were in the lowest level category of policy implications. This decision category includes only those matters involving implementation of previously approved programs, the setting forth of detailed operational procedures where no interpretation of policy was involved, appointments of personnel or awards of contracts or purchases of materials within established policy guidelines. Supporting the evident low degree of delegation of authority is the fact that approximately 60 percent of all board actions were made prior to the fact of execution, hence nondelegated decisions, and 20 percent were after-the-fact ratifications of initial or tentative decisions made by others. The remainder

were unknown, or were nonaction items, most of which were information reports of various kinds which required no board action.

It was found that boards which governed the largest number of campuses and those which had added new campuses since 1964 generally took the largest number of individual board actions in the course of their deliberations. With few exceptions, most of this increased volume of decisions was at the lowest policy level. These findings seem to indicate that if a board was previously in the habit of deciding most of the campus-level operational matters, when more campuses were added they simply compounded the volume of campus-operational detail. In at least one notable case this resulted in an astronomical number of decisions which the board presumably took under advisement and made final decisions.

The role of chief administrative officers (presidents or chancellors) was difficult to ascertain from a study of this type, but evidence of strong reliance of most boards upon their administrative officers was present in the fact that nearly half of all matters on board meeting agendas were presented directly by administrators. Another 30 percent came to the full board meeting from board committees and it can be presumed that most of these matters which passed through the hands of committees originated from administrators. Sixty percent of all decision items came to the boards with a recommendation for board action, and another 30 percent came in reports or lists without recommended action specified. Only 4.6 percent of all board actions originated in an independent motion of a trustee.

At the outset of the study it was hypothesized that distinctively different decision patterns would be found among boards with a high percentage of political ex-officio members, or among the all-lay boards, or among elected versus appointed boards. These data did not produce distinct differences according to these variables. Each group of boards thus classified contained a number of notably divergent cases. It must be assumed, therefore,

that any differences between boards on these dimensions, if such differences do exist, do not relate so strongly with *what* decisions they make, but with *how* their decisions are arrived at in the social and political dynamics of board activity. These matters are beyond the scope of a study of this type.

Identification of the individual boards which were chosen for this sample study has been withheld in keeping with the staff's promise of anonymity and confidential management of the data which formed the basis of this study. While hints of board identifications may be read into certain of the data analyses and pertinent commentary, the research team stresses the importance, not of institutional identity, but of types of institutions and types of boards as they were selected according to criteria described in Chapter I.

CHAPTER

I

Background of the Study

The governance role of the traditional board of trustees of American colleges and universities is being challenged more severely than ever before in its history. Its appropriateness as the supreme governing body has been questioned by members of the academic community, and the boundaries of its authority have been attacked by the supporting public and their legislative and administrative agencies.

More than one-third of the educational leaders polled during the 1971 meeting of the American Association for Higher Education expressed the opinion that the traditional lay board of trustees is no longer a workable mechanism for governance of American colleges and universities (Hodgkinson, 1971). These constituencies, internal to the academic community, attack the appropriateness of the lay board on the grounds that it allows them no voice in the decisionmaking which governs their scholarly endeavors as teachers, discoverers, and learners. They see the board, as it is constituted in most institutions, as the point of incursion of political and other influences antithetical to the true role and function of the academy. The Congress and federal administrative agencies have restricted many areas of final authority in student admissions, research, and disposition of funds received under various laws extending federal aid to higher education. State governments have demanded conformance with their standards of fiscal accountability and in many cases of personal conduct, and they have enacted statutes changing the authority and in some cases the organization

of trustee boards of public institutions in the interests of fiscal control and public accountability. These struggles may well become strong and divisive issues in the shaping of American higher education over the next decade.

Tradition and legally sanctioned charters designate certain responsibilities as the exclusive domain of the board of trustees and thus imply that the decisionmaking related to these responsibilities is the exclusive function of the board. Taken literally, these legal responsibilities require trustee decisionmaking in every area of the institution's activity and in almost every detail of operation. Fulfilling every detail of all these decisionmaking responsibilities is a task beyond the capacity, if not the ability, of these boards. Yet, many struggle to hold every detail within their immediate purview and control. Such decisionmaking patterns may impair the boards' ability to exert leadership and defend the legitimate academic aims of the institutions they are charged to preserve and govern.

THE PROBLEM IN HISTORIC PERSPECTIVE

With the founding of William and Mary College in Virginia, in the 18th century, there was introduced in America the Scottish university tradition of placing collegiate governance in the hands of prominent lay representatives of the community. They, instead of the clergy and faculty, have since constituted the boards of control over all public and most private higher education (Brubacher and Rudy, 1958). Henceforth, whatever control professional educators had over the decisions which guided their institutions was not an intrinsic authority, but one delegated to them by the chartered authority of the lay board of governors.

With the founding of public state universities and colleges under the Land Grant Act of 1864, the practice of designating representatives of state government and of agricultural and other public constituencies as ex-officio members of lay governing boards became more widespread

among public colleges and universities. Their authority and vested interests in the public universities have become strong in many of the public universities and colleges.

Revolt against this established authority marked much of the collegiate turmoil of the 1960s. The radical rhetoric of that era called for the return of all control to the academics, as in the ancient universities of England, or to the early continental European idea of guilds of scholars and students. Critics more inclined to reform than revolution called for a sharing of the decisionmaking on matters which concerned the educative process with faculty and students. They decried the centralizing of authority of these matters in boards of trustees and professional administrators and they decried the invasion of the campus by external forces (primarily political) which they saw as imposing burdensome controls or heavy-handed suppression of the rights and freedoms of scholars and students. They saw the lay boards of control, traditionally dominated by wealthy, usually conservative and politically oriented nonacademics, as the doorway through which many of these undesired influences were entering the academy.

RESEARCH AND LITERATURE RELATED TO THE PROBLEM

Much of the research and other literature on trusteeship of colleges and universities has been centered on *membership composition* of the boards and its apparent effect on board attitudes towards the institutions they govern. The literature is replete with discourses on what boards should do or should not do, most all of them by authoritative observers and experienced trustees. The research on what boards actually do in the course of their meetings is sparse and confined mostly to surveys of the perceptions of board members as to their duties and activities.

Thorstein Veblen (1918) sounded an early alarm about businessmen, or at least noneducationalists, making

the critical decisions on educational matters, and this was echoed in the more extreme view of governing boards and their policies by Upton Sinclair (1923), Richard Davis (1941), Ferdinand Lundberg (1937), and Howard and Franklin (1969).

Empirical studies of boards of trustees are less plentiful and they have concentrated primarily on biographical data sometimes combined with survey research data. Nearing (1917) analyzed the *Educational Directory* data on occupational and sex distributions of trustee board members and found that women constituted less than three percent of the total group and that nine prominent occupations, almost all business-related, accounted for nearly 80 percent of board memberships. McGrath (1936) studied the changing compositions of 15 private and five public trustee boards from 1860 to 1930. He reported the declining proportion of clergymen and farmers and the rising proportion of business men in general and bankers in particular. Beck (1947) gathered more comprehensive biographical information on members of governing boards of 30 leading private and public universities (16 private and 14 public) comprising the Association of American Universities. He compared his data with that of earlier studies and confirmed the rise in proportion of prominent businessmen, the high incomes of board members, and the high proportion of older males.

The assumptions, often explicit, underlining these studies are (1) that control of educational institutions is entirely in the hands of the boards of trustees, and (2) that the empirically verified imbalance of board membership is detrimental to the educational process. Events of recent years cast some doubts about the first assumption. There are probably some limitations to the second, but there is little concrete evidence for either its acceptance or rejection.

More recent board membership studies include Duster's (1966) replication of Beck's study, and the Hartnett (1969 and 1970) survey research work. A key finding of Duster was that faculty members felt they

had conceded authority to the trustees and that there was not general agreement between the faculty and trustees on the aims of higher education. The Hartnett studies surveyed trustee membership compositions, personal data, reading habits, time spent on trustee duties, and one series of questions related to trustee perceptions of their decisionmaking authority. Findings from the latter series of questions indicate that the distinction between making decisions and approving decisions already made is far from clear in the minds of most trustees. The rather brief attention devoted to this matter was not comprehensive enough to measure either the volume or range of trustee decisions nor confirm whether perceptions of authoritative decisionmaking matched the realities of board activity.

A number of prominent writers have discussed the duties of governing boards. Henderson (1967) lists management of the institution in the public interest, accountability to official bodies and to the public for actions taken and funds used, ethical responsibilities involved in the education of youth, and the administration of endowment funds. Heilbron (1970) emphasizes the interpretive role of the board in defending the academy to the alumni and to the public and conveying public sentiment to the academy. Rauh (1969) lists the basic trust responsibilities and adds the development of purposes of the institution through planned development, selection and determination of tenure of the president, and the function of acting as a court of last resort on the campus.

With these broad duties, and only a few days each year in which to meet and informally conduct business, boards should delegate much of their authority. The literature indicates that the board is expected to consider only basic policy matters while leaving day-to-day operations to the faculty and administration. Heilbron (1970) terms board concern with administrative detail one of the major abuses of trustees. Zwingle (1970) feels that trustees should "not meddle in the administration and must not assume the initiative unless every other alternative has been exhausted."

Dominquez (1970) studied the functional orientation of governing boards. He observed that there is a dualism in boards of trustees which is visible in contrasting perceptions of these boards as *boards of overseers* (review boards) and *boards of control* (governing boards). He argues that:

A board of trustees which is to be the actual, as well as the formal, governing institution of a university, which is to initiate and make policy, which is to order and to command, to veto and reject, would probably have to be representative and responsible to the constituencies of the university (faculty, students, alumni, local, state, and federal governments).

On the other hand, a board of trustees which is to review the conduct of university affairs, which is to satisfy itself that the university remains consistent with its historic mission, and which is to act as the detached and impersonal overseer of the life of a university not only need not be representative of and responsible to the internal and external constituencies of the university, but may have to be shielded and shield itself from such constituency pressures. At any rate, it must be autonomous from them.

Dominguez reports that some colleges and universities have separate bodies to perform these two separate and contrasting functions. But he goes on to point out that many if not most boards are attempting to carry out all these activities.

THE CONCEPT AND THE FOCUS OF THE RESEARCH

Changes in the external environment of American colleges and universities and critical voices raised from

within the academic communities are demanding rearrangement of the authority structure which governs institutions of higher learning. The adequacy of the traditional lay board of trustees to perform the task of governance is the key issue.

If trustee boards are to be reformed, if the authority over decisions which govern is to be shared with those whose interests are affected by the exercise of trustee authority, the public and its agencies of government, administrators, faculty, and students must all come to agreement on the boundaries of authority and the areas of decisionmaking in which they will participate. Scholars of academic governance, as well as would-be reformers, need to know more about the performance of lay trustee boards as they presently exist before they can propose rational changes.

If research is to inform those who make recommendations and those who make decisions, it must proceed from the surveys of board composition and their implications of representational imbalances and go beyond trustee perceptions of their roles, professed attitudes and perceived decisionmaking authority, to an investigation of their actual performance and decisionmaking actions. This may form a factual base from which altered patterns of trustee decisionmaking may be formulated. The foundation of this factual base would seem to be a comprehensive investigation of the whole body of decisions and actions taken by trustee boards in the course of conducting their business. Such is the purpose and the thrust of this research.

The particular research reported herein is confined to the decision activity of boards of public four-year institutions of higher education. The urgencies of time largely dictated this decision, for legislation vitally affecting the governance of public universities and four-year colleges is being written or significantly amended in the capitols of nearly every state and many experiments with new forms of governance at the institutional level are already under way.

This is an empirical investigation and analysis of corpus of trustee meeting activity in a sample of 19 public four-year colleges and universities. It is an attempt to arrive at an approximation of what trustee boards actually do. Its focus is on the areas of decisions made, the relative attention devoted to various subject matters, to policy decisions, and to administrative detail, the deferences to higher authority, and other factors which constitute the *decision* patterns of boards.

Research Design and Methodology

The basic plan of this research, to investigate the volume and range of trustee board actions and decisions, required a research design based upon nonreactive data input techniques so as to avoid the biases inherent in personal reporting, and comprehensive content analysis of the records of board actions, to insure that *all* official actions of the boards were included in the body of the research data. The basic plan also called for an investigation of possible changes over time, so the design included a provision for gathering data wherever possible for two sample years. The then current academic calendar year of 1971-72 and the year 1963-64 were selected. The latter was selected because it probably represented the last year before the wave of criticism, and a certain amount of self-examination and reform, might have resulted in changes in board behavior.

The principle of random sampling was set aside because of the inherent problems of drawing at random a sample from the divergent universe of public four-year institutions which would be both representative of that universe and still of manageable size. A carefully selected, and presumably representative, sample of institutions was chosen and agreements for cooperation arranged with officials of 23 boards. After records from these boards were obtained, however, the sample was further reduced to 19 boards in order to obtain a better balance between types of boards under a multiple classification system. Fourteen of these boards were able to supply

data for both sample years identified in the research design; the other five were necessary to the concept of a "balanced sample," but for which only 1971-72 data was available. The identity of the sample boards has been held in strict confidence by the three-member staff of this project and the boards are not identified by name. However, to aid the reader in more fully understanding the implications of the many decision patterns identified in the text a description of certain characteristics of each board (identified throughout by a code letter) which are relevant to the environment of its institutional setting and relevant to the array of institutional variables considered in the study are set forth in Appendix A.

Sample: Nineteen institutional boards were finally selected to give representation to the four principal classifications of *combined* state system boards, *multicampus* college and university system boards, *unitary* institutional boards which govern a central campus administration over one or more separately located branch campuses, and *single-campus* boards. A varied list of other criteria was introduced in the sample selection process to give, insofar as possible, proportionate representation to boards composed exclusively of lay persons, boards with public office holders as ex-officio members and other designated members such as faculty, students, alumni, farmers, engineers, or other trustee selection criteria. Method of selection--by gubernatorial appointment, by election, or by other means--was taken into account for representational selection of the sample, as well as location in five geographical areas of the country, the factor of constitutional versus statutory authority, and the existence or nonexistence of a range of statewide coordination agency authority.

With the exception of boards which met fewer than four times per year, roughly half of the minutes--every other meeting--of each board were coded in their entirety into the body of data used in this study.

Data input instruments: The following official documents gathered from each board provided input data:

- (1) Board minutes for the academic years 1963-64 and 1971-72.
- (2) Bylaws, standing orders, procedural manuals, state legislation related to charters and board authority, and other documents the content of which offered background information to guide the content analysis of board minutes.
- (3) Biographical data on individual board members.
- (4) A highly detailed decision coding protocol.

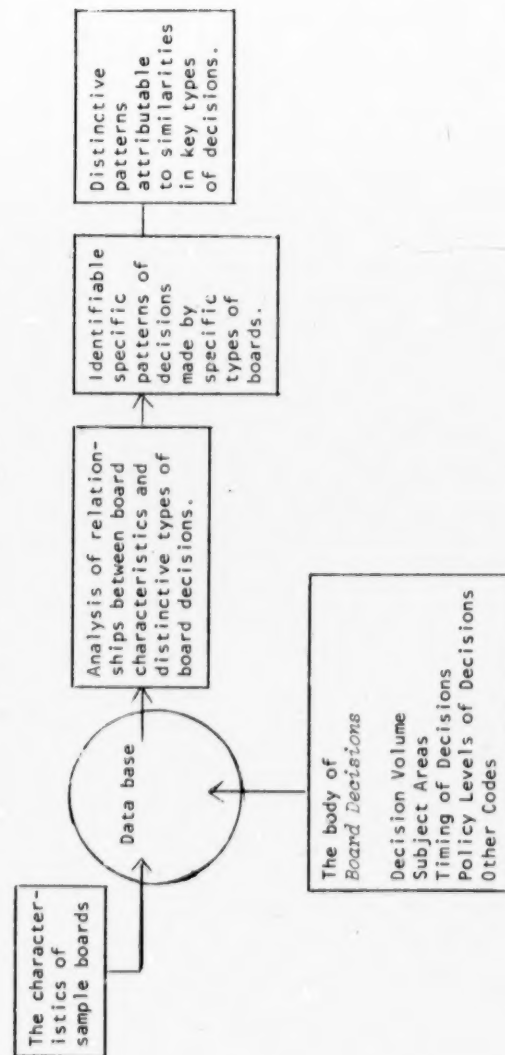
The coding protocol was designed for classification of each board's decision actions as recorded in the minutes. Each decision was recoded as to whether the action was before the fact (hence a prior decision) or after the fact (hence a ratification). The instrument is divided into ten major subject area sections and generally two levels of subsections under each. This lengthy taxonomy of decision classification with approximately 950 descriptors covered all matters with the subject areas such as personnel, student affairs, business and finance, educational programs, physical plant, and a number of minor categories.

The section of the coding protocol devoted to the ten subject areas and their general subclassifications (but not the sub-subclassifications) is reproduced as Appendix B.

Design

The overall design of the research (Figure 1) called for building a data base composed of a number of variables related to the characteristics of organization, composition and institutional setting of the sample boards, their subject areas, the timing of decisions, and other decision descriptors. This data base was first analyzed for relationships between board characteristics and the

Figure 1
Design of the Study of Decisionmaking Patterns of Trustee Boards



variables related to volume and types of decisions. Answers were sought for such questions as: Do boards which govern a larger number of campuses make a larger number of decision actions? Are their decisions more related to policy determinations than to operational matters?

These relationships were then grouped into characteristic decision patterns which appeared to be associated with specific types of boards (e.g., combined state system boards) and which would be different in important ways from the patterns of other types of boards, such as single-institution boards.

Finally, the similarities in all board decisions were analyzed for distinctive clusters of decision patterns. Key variables, subject matter and policy levels of each board, were placed on a multidimensional scale to produce four distinctly different decision patterns. Each board could relate to one or more of these prototype patterns in varying degrees.

Validity and Sample Data Translation

The use of nonreactive research data input techniques instead of questionnaire or interview methods undoubtedly increased reliability, i.e., the expectation that similar findings would be obtained if the collection of evidence were repeated. However, the use of board meeting minutes as the primary source of data input might raise the question of validity of the information extracted. It is true that the minutes of different boards vary considerably--some are highly detailed and completely record the principal points of board discussion, and others are sparse and seem to say as little as possible. It was recognized that some coding decisions might become more a function of the wording of the minutes rather than a function of the coder in describing the action. Were the purposes of this research to describe decisionmaking processes or to determine the affective roles of different persons or groups within the board, a more serious question

of the validity of these data-gathering instruments could be raised. Since the purpose of these instruments was to determine the *extent* and *areas* of interest and to assign *descriptors* of board actions with regard to subject matter, the minutes will be seen to more validly serve these purposes. While some minutes lack explanatory detail, they do record the *fact* of each action and hence collectively an approximation of the total area of concern of the board.

Another precaution was taken to improve validity. Before coding the minutes of each board, the member of the research team thoroughly familiarized himself with the standing orders, bylaws and other legislation adopted by or for the board; and became as familiar as possible with the operating style of the board and the authorities it possesses. Furthermore, where some actions lacked sufficient explanatory data in certain categories they were simply coded "don't know."

Care must be exercised in any attempt to generalize these data on sample board activity to the activity of boards which comprise the universe of four-year public higher education institutions or systems, or classified divisions of that universe. While a serious attempt was made to construct a "representative" sample and subsamples, the sample size alone is necessarily too small, in spite of the immense amount of data gathered, to warrant detailed translation of findings to the general for all institutions.

Care must also be taken in ascribing causality to the relationships of certain institutional characteristics to particular decision patterns. There is no obvious proof of causality in the data. For example, it cannot be said with authority that boards of multicampuses make a greater number of decisions (a fact) only *because* they govern a greater number of campuses. The true reason may be contained in factors beyond the scope of this study. Any inferences of apparent causality in the discursive commentary on various decision patterns are solely those of the project director and principal author.

CHAPTER II

Characteristics of Trustee Boards and the Institutions They Govern

Individual boards of trustees go about the business of making decisions for their institutions in characteristic manners--or patterns--which are established by many influences both internal and external to the boards and their institutions. They include the nature of the board's jurisdiction, the size and composition of the board, the manner of their selection, and the state laws under which they operate. These factors were within the purview of this study. But undoubtedly there are many other influences, some measurable, and many quite imponderable, which influence the board's style of operation. Further research exploration of all the influences which affect the decision patterns discovered in the course of this study is important to a better understanding of why boards function as they do; and hence what might be done to improve the performance.

BOARD JURISDICTION

The dominant change in recent years in public higher education has been the consolidating of more or less homogeneous institutions into multicampus systems governed by single boards of trustees. State colleges, emerging from their former status as teacher training institutions, frequently have been combined into multicampus state college systems and in recent years there has been a marked tendency towards conferring limited university status--or at least the name "university"--to these institutions. All four-year universities within a

state are increasingly being combined into a multicampus system. Universities which formerly operated with a number of branch campuses have been reorganized into mutually independent units of a multicampus system. The number of states which have elected to combine all of their public institutions of higher education into single combined state systems, in some cases also including the local community colleges, has been increasing over the past two decades, and there has been a dramatic acceleration of this trend in the years since the mid-1960s. At the end of World War II only a few states had combined state systems, and most of these were in small states which supported only a single university and its branches, or not more than two or three four-year institution campuses.

By the time of the 1972 state legislative sessions, 23 states had combined the governance of all four-year institutions under a single board whose official title was usually changed from "trustee" to "state board of higher education." At that time 36 major multicampus systems had been created which were not combined state systems. The number of trustee boards which governed single institutions had been reduced to 105. Thus, as of 1972, 164 trustee boards were governing all of the 430 four-year public institutions of higher education in the 50 states. Legislation which would combine more institutions into multicampus and combined state systems has been pending in a number of state legislatures and there is every evidence that this movement toward consolidation will continue.

Fourteen of the 19 boards selected for the study sample had been in existence in approximately their present form since at least 1964; however, five of the boards formerly governed single campuses and have now increased their jurisdictions. One now governs a combined state system, two govern multicampus systems, and one has added branch campuses. The 1972 sample also contains five additional boards, three of which were newly formed and two of which had undergone important change, and the data in their 1964 records was not used in the study. Thus,

of the 19 boards included in this study, none now govern institutions or systems which did not exist precisely in their present form eight years ago. Eight of the 20 boards now govern from two to eight more campuses than they did in 1964. The 10 boards which govern multicampus and combined state systems average seven campuses per board. In this further respect, the sample is quite representative of the universe of American public higher education institutions.

The other major trend in the administration and governance over the last two decades has been the increasing number of states which have created under their statutes some form of higher education coordinating agency with varying degrees of authority over the affairs of the public, and in some cases the private institutions in their state. In most cases, the creation of a combined state higher education system under one board eliminated the necessity for a separate coordinating agency. Of the 14 institutions in the study sample which were studied for both 1964 and 1972, six are now subject to increased controls from state coordinating agencies.

BOARD SIZE

The May 1971 survey by Education Commission of the States indicated that the average number of members in boards governing all four-year public institutions or systems was 10. Two boards in the 14-board sample increased the size of their membership between 1964 and 1972. Of the twenty 1972 boards, the average number of voting members was 13. Seven of these are small boards with between six and nine members. Another six are medium-sized boards of between 10 and 13 members. Two boards had 15 and 19 members respectively, and there were four large boards of between 21 and 25 members.

BOARD COMPOSITION

Of the 164 boards which govern all four-year colleges and universities, 118 are exclusively lay boards

with no ex-officio or other constituency representation required in their membership. Nine of the 20 boards included in this study are lay boards. The other 10 boards had varying numbers of ex-officio or other specifically designated memberships. The governor of the state held a voting membership on six boards. Ex-officio voting members who were other state public office holders were present on six boards. The chief administrative officer of the institution was present in a voting capacity on only three boards.

Boards frequently have amongst their voting membership persons who must be drawn from certain designated groups, without naming a specific office holder as ex-officio. Three boards require that specified numbers of their members must be drawn from the alumni of the institution. Two designate that there must be at least one person occupied as a farmer, and one designates one membership to a person whose occupation is mechanic or engineer. Five of the boards designate voting memberships for students, with varying methods of selection, and two boards designate voting memberships for faculty members. Representatives of these and other groups are of course present in many other board memberships by reason of gubernatorial appointment or popular election. Alumni are generally the most favored by appointment or election. Some boards, in fact, rarely contain non-alumni members. A few states limit by law the number of alumni who may serve on their boards. In a few cases, governors have appointed by name students of the institution or of some other institution to trustee boards and faculty members have been similarly appointed by governors.

Of the 164 boards of public institutions throughout the country, 19 or approximately 12 percent of all boards require that the trustee boards contain voting members drawn from the internal constituencies of the institution--the president, or faculty or students. Sixty-five, or approximately 40 percent of these boards, must have external constituencies represented in their membership. The most common ex-officio member is the state superintendent of public education. Others require

various public office holders, including the governor, commissioners of agriculture, or attorneys general.

The practice of designating for board membership members of the institution's faculty or student body with voting, limited voting, or nonvoting memberships is increasing every year. While many of these memberships have been added by state law, a larger number of boards have by their own action invited students and faculty members to sit with the boards and participate in discussions. In most cases these are nonvoting memberships but in a number of cases the boards have extended limited voting privileges--in committee meetings but not in the full board meetings, or with votes limited to issues in certain designated subject areas. The extension of these privileges to students is more common than to faculty members. Some boards and their state legislatures have decided that including members from their own faculty would constitute a conflict of interest. In at least one case a faculty organization declined the invitation to select one of their members for voting board membership. There is little question that trustee boards are encouraging greater participation in their affairs by faculty members and students. This is illustrated by the fact that 14 of the 19 institutions included in the study have developed either a formal voting representation or extended some kind of informal type of representation to faculty members or students within the last five years.

METHODS OF SELECTION

The selection of members for boards of trustees of public colleges and universities is almost invariably by an authority other than the board itself. This contrasts sharply with the prevailing practice among boards of private institutions, who generally choose their own successors. Boards of public institutions under state control are most frequently appointed by the governor either entirely on his own authority or with the confirming ratification of one or both bodies of the state legislature. There are, however, several instances where governors are

required to appoint trustees only from nominations presented to him by various organizations or commissions. Between one-fourth and one-third of all governing boards of public institutions are selected by some means other than gubernatorial appointment--most commonly through election, either by the citizens of the state or by the members of the combined legislature of the state.

Of the 19 boards included in the 1972 sample selected for this study, the following are the methods of their selection:

1. Seven boards with members appointed and confirmed by the legislature or some other official body.
2. Six boards appointed solely by the governor.
3. Three boards elected in whole or in part by state legislatures.
4. Two boards elected in the statewide general elections.
5. One board elected by citizens in each of several districts of the state.
6. Two boards (included also above), part of whose membership is self-perpetuating. In one case, successors are selected for lifetime appointments by the board of the alumni association, the remainder elected by the legislature. In the other, successors are elected by the surviving members of the board; the rest are appointed by the governor.

It was hypothesized at the outset of this study that different decision patterns might be associated with all lay member boards and with boards containing different

meaningful manner. There are undoubtedly differences in the manner in which these boards go about making their decisions, but there is little difference in the types of decisions made by these boards from the standpoint of subject matter, policy levels, or other classifications of board actions under study in this investigation. The differences between these various types of boards probably lies more in how they make decisions, rather than in what decisions they make. The former is beyond the scope of this study, but one which would be a fruitful area for investigation in subsequent research.

In all other areas where particular decision pattern characteristics can be associated with board or institution characteristics, they are included in appropriate sections of the chapters which follow.

CHAPTER



The Volume and Range of Matters Considered by Boards

As might be anticipated, the volume of matters considered by the various trustee boards during the course of a year's meetings varies greatly. One board meets only three times a year, considers an average of only 19 items per meeting for a total of 57 items. Another board meets 11 times a year, averages over 200 actions per meeting, and takes well over 2000 in the course of a year. There is, however, much less variation in the range of subject matter considered by these boards. They all spend their time on the same general areas of subject matter and, with some notable exceptions, spend the larger proportions of their time in the same two major subject areas of business and finance and on physical plant matters--the latter in spite of a marked decline in building construction in 1972.

Examination of these data in detail illuminate a number of basic facts about board operations which in later chapters will be found to group boards by characteristic decision patterns.

VOLUME OF DECISIONS

The first analysis of the data discloses an interesting holistic description of the gross amount of work undertaken by the boards. This includes the total number of actions brought before the boards and includes also the nonaction items brought to the board in the form of oral or written reports for the boards information

and review. Table 1 shows the average number of actions per meeting and the projected average number of total matters considered by the board in the course of a year. It will be noted, however, that the average total number of actions per board for the two years is skewed by the presence of Board J, which traditionally takes board actions on a large number of detailed matters, by Board Q which meets only three times per year and is hence disproportionately low, and by Boards M and F which in 1972 held many interim meetings which caused an exaggeration of the projected total number of actions.

With these extreme cases eliminated, it is seen that between the two years of the comparative sample, there was a reduction of a little over 12 percent in the average number of matters considered by these boards. Four of the five new or changed boards whose 1972 records were examined (eliminating Board F) showed a much lower average volume of actions than the other 1972 group. These boards seem to have adopted from the outset more expeditious ways to handle their board affairs.

Most boards of public colleges and universities meet either 11 or 12 times a year and consider somewhere between 350 and 500 items in the course of a year. There are exceptions to this broad middle range on the high side and on the low side. Those which concern themselves with a markedly higher volume of business are generally those which delegate very little of the operational detail of running their institutions. They require that nearly all details come to them for ratification before they become final, or they at least call for detailed review of all this minutiae. This does not say that these boards depend heavily upon the recommendations of their administrators on these detailed matters. However, the speed with which many long lists of small business details are ratified almost amounts to delegation. But the requirement for board review and ratification of such matters in huge volume by one board and the complete delegation of operating detail by another marks a fundamental difference in operating style. As further data is presented in succeeding chapters relative to those boards high on the

Table 1

Board Code	1972 (14 boards)		1972 (5 boards)		1964 (14 boards)		
	Actions per meeting	Number of meetings	Projected total actions	Actions per meeting	Number of meetings	Projected total actions	Change
N	60.8	11	669			913	-
S	43.8	11	482			805	-
B	35.8	12	435			360	+
R				30.9	9*	270	
I				31.4	11	345	
H	28.0	14*	392	44.8	18*	806	+
F							
L	40.0	11	440				
K	35.2	11	387			429	
M	53.8	20*	1076			514	-
G	23.4	13*	304			343	+
A				13.0	11	302	
P	17.0	11	187				
T	66.3	6	398			180	-
Q	19.0	3	57			453	-
J	222.3	11	2445			84	
E-C	31.8	11	350			1522	+
O	32.8	6	197			326	+
U				32.8	11	194	
TOTAL ACTIONS			6814			6780	+
AVERAGE PER BOARD			558			477	+
AVERAGE (except Boards J,M,Q)			385	(except F)		439	

*Includes interim meetings (usually limited agenda) hence the projected total actions are probably greater than the actual.

scale of decision volume, it will be seen that they form clusters with characteristically similar decision patterns.

REPORT AND REVIEW ACTIONS

In varying degrees, all boards receive a certain number of reports, usually from the institutional president or standing committees of the board. The items in reports are usually consolidated and dispensed with in a single formal motion, often without much discussion of individual items. Many items are reports on actions already taken and are reported to the board for ratification. Other items are for the information of the board. These may be received with no formal motion (nonaction items) and simply recorded in the minutes.

There is an important difference in the manner in which items in consolidated reports are received by different boards. As will be pointed out in a later chapter, if matters must come to the board before any action can be taken on them there is no delegation of authority; if matters come to the board for ratification after they have been put into effect, there is partial delegation. If they are presented for the board's information only and do not require ratification, the delegation is presumably more complete. If matters have been put into effect and no report made to the board, delegation has been complete. The latter actions of course would not appear in the minutes and hence not in the study data.

Taken as a whole, the items brought to boards in reports represent 16.7 percent of the total number of matters brought before the boards (Table 2). Their distribution by subject area is shown in Table 3). It will be noted that most of these items are in the subject areas of business and finance and physical plant. These account for about half of the total.

Table 2

Report and Review Agenda Items Received
through Formal Action and Nonaction

Subject	Formal Action	Nonaction	Total
Items coded (N):	309	842	1151
Percent of Total Actions:	4.2%	11.5%	16.7%

Table 3

Percentage of Actions in Each Subject Area
Coded as received through Formal Action or Nonaction

	Formal Action	Nonaction	Total
Business and Finance	30.2%	23.5%	53.7%
Other (misc.)	19.1	21.0	40.1
Physical Plant	22.3	11.3	33.6
Educational Programs	13.2	10.9	24.1
Personnel	2.2	10.7	12.9
Internal Affairs	.9	7.4	8.3
External Affairs	1.9	5.9	7.8
Ceremonial Actions	4.6	2.6	7.2
Student Affairs	2.9	4.2	7.1
Administrative Organization	.9	2.9	3.8
	100.0	100.0	100.0

HOW MATTERS ARE BROUGHT TO THE BOARD

A majority of matters brought before trustee boards are presented with a recommendation for the action requested. Table 4 shows that this method of presentation accounts for 60 percent of all board actions. Another 30 percent of the matters brought before board meetings originate in formal reports from board committees or from the administration without specific recommendations for actions other than the implied request for endorsement. Only about seven percent of the matters considered in board meetings originate "from the floor."

Table 4

Manner in which Matters Are Brought Before the Board

Distribution of Total Decision-Items

Recommendation	59.2%
Report	29.5
Drafted RESolution	3.9
Petition/Formal Proposal	.6
Independent Motion of a Trustee	4.6
Request/Direct Question	2.1
Petition/Formal Proposal	
Total (n = 7206)	100.0

SOURCE OF AGENDA ITEMS

Codification of the sources of items before the board, as shown in Table 5, indicates that the largest number of items originate from the administrative offices of the institution, and the second largest source is from standing committees of the board. These figures probably underplay the dominant role of administrative

offices in directing the affairs of board business since the minutes of the board meeting itself, and very often minutes of the committees (if such are kept) do not reflect the original source of items. It can be assumed that a large number of these matters coming from the committees also originated from the administration. Practices in this regard vary from board to board. The largest number of boards in this sample follow the practice of receiving reports containing recommended actions directly from the chief administrator or in some cases from the chief administrator as well as from the individual campus administrators of multicampus systems. Others receive the administration recommendations in standing committees and these matters come to the board in the form of the report of recommendations for action from the committees.

Table 5

Source of Items Brought Before the Board
Distribution of total decision-items

Subject

From a standing committee of the Board	28.3%
From an Ad Hoc Committee of the Board	.9
From the Chief Administrative Office/Officer	28.7
From Campus Administrators (in multicampus systems)	18.4
From a Regular Board Member	7.4
From an Ex-officio Board Member	.1
From a Faculty Member or Official Representative to the Board	.0
From a Faculty Senate or Committee	1.6
From a Student Member or Official Representative to the Board	.5
Other Sources	4.9
Minutes do not specify	9.2
Total (N = 7206)	100.0

At least two boards of multicampus systems which operate without standing committees consider almost all of their agenda items on the basis of individual summations of the background of the issue and a specific recommendation from the chief administrator. In one case, each item is accompanied by a specifically worded suggested motion with the signed endorsement of the president. It is usually passed in that form. It is interesting to note that ex-officio board members seem to maintain a low profile in originating matters brought before the board. This does not obviate the fact that in many boards these ex-officio officers take a very lively and often partisan role in discussions and often play a very active role in informal off-the-record and out-of-meetings negotiations. Here again, practices among boards vary greatly. Less than half of the boards studied have ex-officio voting members of their boards and the role of these members varies greatly. In one case, the governor sponsored legislation which eliminated himself and other state officials from ex-officio membership on the board of the state university, in another case the governor attends rarely and usually for only ceremonial occasions. Most state superintendents of education who are on boards play a reasonably active role in board discussions but they rarely originate actions of the board. In two or three cases, governors attend routine board meetings quite regularly and take an active part in board affairs.

While it is apparent that faculty and student members of trustee boards generally play minimal roles in board affairs, the Table 4 data probably minimizes these roles. In the periods of time in which board minutes were codified for this study, only one institution had full-voting faculty members and two others had nonvoting members (subsequently given full voting privileges) and one or two others had official faculty representatives attending their meetings. During these same periods, three boards contained student members with voting privileges and four contained student members who did not vote or had very limited voting privileges. Two of the latter boards have subsequently given their student members full voting privileges. It is quite possible that faculty and student

members are taking more active roles after they become more oriented to board affairs and have the right to vote.

DISPOSITION OF AGENDA ITEMS

Analysis of the disposition of actions brought before the boards (Table 6) indicates that practically all matters are disposed of with an affirmative vote. Superficial observation of these data might lead to the charge of "rubber stamp boards"; however, this charge could not be substantiated on the basis of these data alone. Most actions unacceptable to a board are winnowed out in either committee meetings or in informal negotiations outside of the official board meetings. These data further emphasize the point made elsewhere in this report that this study does not purport to discover how decisions are made, but more simply what decisions are made by trustee boards in the course of their meetings.

Table 6

Disposition of Actions Brought Before the Board Distribution of Total Decision-Items

Subject	
Affirmative Action: "aye," "accepted," "approved," "carried," "authorized," "confirmed," etc.	83.4%
Affirmative Action, as amended or with accompanying conditions	1.4
No Action Necessary, and none taken	1.2
Miscellaneous Dispositions	1.9
Deferred, Postponed, Tabled, etc.	11.5
Negative Action	.6
Total (N - 7206)	100.0

SUBJECT AREAS OF ACTIONS

All actions reported in the official records of each board were classified into 10 major subject areas with a varying number of subtitle classifications under each.

Over 80 percent of all actions are concentrated in four major subjects--personnel, business and finance, physical plant, and educational programs (Table 7). It is particularly interesting to note the apparent small concern of boards in matters of student affairs, accounting for only three percent of the actions in 1964 and two percent in 1972. Undoubtedly, if such an analysis were made of board records in 1965, or any of the years in the late 1960s, this subject area would have commanded more attention. The only changes of significance between 1964 and 1972 are seen in the reduced attention to the physical plant matters, and the increased attention to educational programs. Considering the reduced amount of campus expansion and building construction, it is surprising that the 1972 figures are not much lower. However, most institutions are making alterations and a few are still building new buildings. Moreover, this subject area is the traditional turf of trustee boards and they delegate little of their authority over it.

The increased concern for educational programs may reflect the concern on the part of students, faculty, and others in recent years for educational innovation and changed curriculum patterns.

BOARD ACTIONS BY SUBJECT AREA SUBCLASSIFICATION

Because of the concentration of attention of trustees in the four major subject areas, details of the subclassifications in areas other than these four are not particularly fruitful because of the small numbers involved. Table 8, however, does include a breakdown of the principal subclassifications under students' affairs in order to illustrate the type of student matters which did get trustee board consideration.

Table 7

Board Actions by Major Subject Areas
Percentage of Total Actions, by years

Subject Area	1972 (14 Boards) N=3203	1972 (5 Boards) N=730	1964 (14 Boards) N=3273	+/-
Personnel	21%	23%	19%	++
Student Affairs	2	3	3	-
Business and Finance	24	23	24	
Physical Plant	21	19	28	-
External Affairs	2	2	2	
Internal Affairs	4	3	3	+
Administrative				
Organization	3	4	3	
Ceremonial Actions	2	2	2	
Educational Programs	17	16	12	+
Other	4	5	3	+

*Increase/Decrease is for 14 Boards.

Personnel appointments are apparently being reviewed in a little more detail by boards in 1972. Though the number of matters related to faculty tenure is small in relation to the range of board concerns, it is interesting to note that there was an increase in tenure action over 1964.

Board attention devoted to student codes of conduct and to student newspapers was much greater in 1972. Athletic programs commanded only half the board attention they received in 1964. There was little change in the type of business and finance matters handled by boards in 1972 as compared with 1964. The moderate increase in attention to tuitions and fees, however, may be noteworthy. The details of physical plant matters are also rather similar though more attention is given to budgets and funding and less to awarding of construction contracts. Long-range

Table 8
Board Actions by Subject Area Sub-classifications
Percentage of Actions in Each Major
Subject Area, by years

Subject Subclass	1972 (14 Boards)	1972 (5 Boards)	1964 (14 Boards)	+/-
Personnel (N=623)		(N=243)	(N=624)	
Appointments	70.1	77.9	62.5	++
Salaries	9.7	4.6	11.7	-
Employment Conditions	8.3	2.8	11.6	-
Staff Benefits	5.7	3.2	6.7	-
Tenure	2.4	.9	.5	+
All Other	3.8	10.6	7.0	-
Student Affairs (N=64)		(N=25)	(N=98)	
Scholarships	33.0	21.0	45.0	-
Athletic Programs	12.3	26.2	24.5	-
Codes of Conduct	10.0	36.7	0.0	+
Student Services	27.0	5.1	21.0	+
Campus Speakers	3.3	0.0	1.0	+
Newspapers	8.0	5.1	1.0	+
All Other	6.4	5.9	7.5	-
Business and Finance (N=760)		(N=176)	(N=786)	
Operating Budget	10.0	12.5	7.5	+
Tuitions and Fees	12.2	23.0	7.8	+
Purchase Orders	10.0	7.2	7.3	+
Gifts and Endowments	23.5	11.2	20.5	+
Legal Affairs	16.0	17.7	23.5	+
Budget Transfers	12.3	11.2	12.0	+
All Others	16.0	17.2	14.4	+
Physical Plant (N=624)		(N=84)	(N=917)	
Capital Budget	3.9	2.5	2.0	+
Fund Appropriations	20.2	10.3	17.0	+
Awarding Contracts	15.8	5.2	20.0	-
Long-Range Plans	2.0	2.5	5.2	-
Planning Stages	21.7	34.2	23.7	-
All Others	37.2	45.3	32.1	+
Educational Programs (N=545)		(N=117)	(N=393)	
Research Grants/Contracts	37.2	16.7	45.7	-
Long-Range Plans	8.2	7.8	1.8	+
Coop Programs	8.3	11.8	8.2	-
Intrainstitutional Programs	10.2	18.6	13.2	-
Degree Programs	16.2	28.4	10.9	+
Admission Standards	7.8	9.8	6.7	+
All Others	12.1	6.9	13.5	-

* Increase/Decrease is for 14 Boards.

planning of physical facilities commanded less than half the relative amount of attention it received in 1964 when major campus expansions were much more common.

A much greater proportion of board attention in 1972 was directed to educational programs. Long-range academic planning is of much more concern to boards in 1972 than it was in 1964. Actions related to changes and the development of new degree programs increased. Admissions standards were beginning to get more attention and this is probably increasing. Actions related to acceptance of research grants and contracts was lower, reflecting the national trend which began in the early 1970s.

The five new boards introduced into the 1972 sample showed a number of marked differences in their decision patterns from the older boards. A greater proportion of their attention was devoted to personnel matters. They apparently approved more of the detail of staff appointments. The lower attention to salaries and staff benefits probably reflects adherence to pre-established guidelines. Those boards had a quite different pattern in their handling of student affairs matters. They were much more concerned with matters related to tuitions and fees. They gave less than half as much attention to physical plant matters (Table 6) and this attention was addressed less to matters of funding (largely set at the state level) and more to the details of the planning stages of individual projects. Their interest in educational program matters centered much more on degree programs and other intrainstitutional curriculum matters and on interinstitutional cooperative programs. Being smaller institutions less oriented to major research activity, there was less time spent on grants and contracts.

CHAPTER IV

Policy Decisions—Operating Decisions —Delegated Decisions

Much of the literature relating to governing boards of colleges and universities is devoted to admonitions to these boards to devote their major time and attention to policy formulation and leave the details of policy execution to the administrators and faculties.

Administrative theory generally holds that responsibility for policy determination, direction, and guidance is a prime function of the board. However, little has been advanced in the way of theory that can serve to precisely define policy decisions separately from executive management decisions or even lower-level operating decisions. It can be said with reason that practically all decisions are policy decisions because presumably all decisions establish precedents by which future decisions will be made. Succeeding decisions either reaffirm a guiding policy decision, or they interpret the original decision in terms of the problem at hand, or they reject earlier policy for reasons felt to be justifiable and thus set up the requirement for new policy formulation. This, in turn, suggests that there is a hierarchical dimension in trustee decisions defined by the inherent importance or critical nature of decisions, and by types of decisions as they may be related to policy determination or operational execution. Presumably, then, matters of transcending importance and higher-level policy creation should be accomplished at higher levels in the organizational structure and other decisions and policy formulated or defined through interpretative decisions might be accomplished at some other level or levels in the organization.

The trustee function implicit in educational governing boards encompasses the obligation to determine and enforce policy, but in addition it includes the detailed charge to hold in trust and safeguard the charter, the assets, and the primary educational goals of the institution they serve and govern. The boards of public institutions are accountable to the public and to state governments for their use of public resources, for the educational output, and even for the efficiency and personal conduct of university personnel. With all these responsibilities, the distinction between board actions that are policy matters and those that are operational concerns become more difficult to define and perhaps even more difficult to carry out in practice.

LEVELS OF DECISIONS AS THEY RELATE TO POLICY

The purpose of this investigation (to determine the extent and character of trustee decisions) could not be served without attempting a quantified analysis of board activity and separation of board attention among some such classification of actions as "policy decisions," "administrative decisions," and "operational detail."

Development of the Decision Level Scale

In the absence of a generally accepted scale to measure and characterize these phenomena, a scale particularly adapted to educational decisions was constructed. Building upon a distinction between types of decisions used by Herbert Simon (1956), a framework consisting of three decisions levels was constructed. These are: 1) *legislative* policy (designated Level I), which deals with the ethical (i.e., "ought to," or "should be"), the general as opposed to the specific and the more important; 2) *management* policy (designated Level II) which deals with broad, nonethical rules, interpretations of legislative policy, control, direction, boundaries of subordinate authority; and 3) *working* policy (designated Level III) which deals with the more specific rules at

The administrative level and with execution or implementation. This rationale was applied to the definitions of three levels of educational decisions. It is illustrated by the following:

LEVEL I

Generality. Legislative decisions and policy statements affecting all applicable cases, or covering a total or general area of subject matter.

Importance. Subject matter is of prime importance to institutional goals. Long-range aspects of the decisions.

Values, Ethics. Principles of governance. Standards of (professional) conduct. Equity (rules developed to enlarge, supplement, or serve as guidelines for a system; justice, impartiality).

LEVEL II

Generality. Rules specifying the boundaries of subordinates. Procedures affecting applicable cases. Interpretation of policies, rules, prescribed procedures. Exceptions to stated policy.

Control. Direction. Arbitration. Appellate. Appointments or contract awards which involve unique judgment.

Ethical (conduct governing an individual).

LEVEL III

Specificity. Detailed rules and procedures.
Implementation. Routine matters. Appointments of personnel and promotions within policy guidelines. Appointments or awards made on the basis of prescribed procedures or standards (e.g., low bid or contracts).

Successive drafts of the above rationale and a set of definitions were made during and after the following pretest coding procedure. A sample of 24 decision actions were drawn from the body of trustee board minutes undergoing analysis and all the information available, however lengthy or brief, on which the coding decisions for each decision action would be based was excerpted and reproduced. These decisions were then rated by the research project team who were to do the coding. The sample was then submitted to three different persons knowledgeable about trustee decision actions on the policy-level scale. The agreements with the policy ratings assigned by the two coders were approximately 70 percent on the first evaluation. All decisions of all boards were placed on this scale with the exception of those actions with clearly no policy implications such as ceremonial actions, committee appointments, or acknowledgement of reports and other communications, as well as certain actions which could not be coded due to inadequate descriptive information. This uncoded group accounted for 13.9 percent of the board actions. Thus, 86.1 percent of all board actions were coded according to their perceived level.

Decisions by Levels of Policy Implication

Most of the decisions made by trustee boards are Level III decisions--those which deal with procedural rules, implementation, and routine matters involved in the day-to-day operation of the institution (Table 8). Most of the Level III decisions were in the area of Personnel, illustrating the fact that most boards still

require full board review and approval of all personnel actions relating to faculty appointments and promotions. In some cases, this purview even extends to granting permission for leaves-of-absence, sabbaticals, out-of-state travel. In a few cases, boards approved appointments and promotions of all nonacademic classified personnel. Details of business and finance and physical-plant matters ranked second and third amongst the lowest level.

Table 8

DECISIONS (1972) BY LEVELS
Percentage Distribution of Decisions within Each Policy Level

	Level I	Level II	Level III	(No Policy (uncoded)
Policy Decisions (n=3933)	296 7.5%	1445 36.7%	1645 41.9%	547 13.9%
Personnel	8.1	9.2	43.1	6.8
Student Affairs	5.2	3.9	1.0	1.5
Business & Finance	21.6	23.1	27.6	8.8
Physical Plant	13.5	28.3	17.5	3.7
External Affairs	8.1	.6	.2	6.8
Internal Affairs	4.0	1.4	-	22.6
Administration	6.1	3.5	2.0	.9
Ceremonial	-	-	.4	13.4
Educational	32.7	28.1	6.9	6.2
Other	.7	1.9	1.3	29.3
	100%	100%	100%	100%

Level II decisions involving policy interpretations and procedural specifications encompassed the next largest number of board actions. Of these, the largest number were in the areas of physical plant, educational programs, and business and finance.

Level I, legislative policy formulation and other matters of prime importance, contained the smallest number of decisions. This could be expected because these are generally the broad-ranging decisions which activate scores of lower-level actions. Each of these decisions undoubtedly took more board time than the individual lower-level decisions. Generally, the lower the level of policy decision, the greater is the number of pro-forma and consolidated actions, and ratifications of actions recommended or already put into effect by administrative personnel.

The largest proportion of Level I decisions is in the area of educational programs. It will be noted that the Level III decisions in this area are proportionately low, indicating the general practice of boards is to legislate and even interpret this policy, but to leave the details of execution of that policy to administrators and faculties.

Levels of Individual Board Actions

Analysis of the levels of board actions taken in 1964 and actions taken in 1972 indicate that, in total, there was little in the way of a general trend between the two years. There appeared to be a slightly lower degree of attention to the lower decision levels and slightly higher attention to top policy, but these differences are not statistically significant. However, analysis of these data by individual boards, shown in Table 9, indicates some rather wide deviations from these averages and some important differences.

The board which in 1972 ranks highest in percentage of Level I decisions (Board E) is a newly-formed state board of higher education which is still in the process of developing new statewide plans and policies. It works in conjunction with subordinate boards at each campus to which the state board delegates a number of administrative and lower-level decisions. In 1964, the governing board of the key university in that state (Board C) conformed very closely to the usual board pattern of decision

Table 9
BOARDS BY LEVEL OF THEIR DECISIONS
Percentages of Total Decisions by Policy Level, by years

Board Code	1972 (14 boards)				1972 (5 boards)				1964 (14 boards)			
	I	II	III	n=	I	II	III	n=	I	II	III	n=
All Boards	7.4	36.5	42.2	3203	6.9	32.9	41.1	730	6.3	36.9	44.4	3273
N	3.9	36.5	49.0	304					3.9	33.7	52.4	332
S	7.3	48.9	19.6	219					5.0	43.1	35.8	439
B	7.8	35.8	42.5	179					6.0	42.0	42.0	150
R					3.3	34.2	45.0	120				
I					3.6	29.3	50.3	157				
H	7.9	31.4	39.3	140					9.5	35.1	37.8	148
F					8.5	37.9	19.6	224				
L	5.0	24.0	54.0	200					6.2	28.7	48.2	195
K	8.5	29.0	51.1	176					5.0	31.8	54.6	280
M	7.4	34.9	45.0	269					-	35.0	58.8	143
G	10.3	31.6	34.2	117					11.9	37.7	37.8	151
A					9.2	26.2	43.1	65				
P	15.3	50.6	24.7	85					11.0	46.3	22.0	82
T	7.9	47.2	33.6	265					11.3	53.4	27.9	283
Q	13.2	31.6	36.8	38					11.5	29.2	48.7	113
J	2.8	37.0	55.5	889					3.8	34.0	53.9	696
E-C	32.5	45.0	4.7	191					7.4	31.6	38.2	136
O	6.9	34.4	41.2	131					11.6	31.0	41.1	129
U					4.3	36.6	47.6	164				

activity. The second highest ranking board in Level I decisions (Board P) is also a relatively new board governing a single institution in a major urban metropolitan area and it is still developing new plans and policies at the same time that it is rapidly expanding its physical plant, enrollments, and curriculum offerings. It also ranked high in Level I in 1965, the very first year of its operation; but apparently a somewhat larger proportion of its actions that year were nonpolicy report items. The next two highest ranking boards (Boards Q and G) are boards which have historically delegated large areas of administrative and routine decisions to their administrations and faculties. This is further indicated by the relatively low percentage of their decisions falling into Level III. The patterns of their activity in 1964 were about the same. The board which makes the lowest percentage of Level I decisions in both years (Board J) takes actions on an extremely large number of matters, many of them pro-forma actions as indicated by the high percentage of Level III decisions. However, the actual number of Level I decisions made by this board is approximately equal to those of boards making fewer decisions but ranking high in percentage of Level I decisions. This indicates a distinctive style of operation. The board apparently does not neglect policy decisions but elects to retain final authority over a huge number of routine matters which come before it from a large multi-campus university system. Another distinctively different style of operation is seen in Boards S, T, and F. These boards make about an average number of decisions in Level I, a very large number of decisions in Level II, but a below-average number of decisions in Level III. This would seem to indicate that interpretation of policy made by them or by some higher agency, and the development of appropriate rules and procedures requires more of these boards' attention than either new policy formulation or decision implementation. More routine matters are probably left by delegation to administration or faculties.

Levels Within Subject Areas

The general pattern of board activity as it is reflected in the policy levels at which major categories of decisions are made provides a good indication of the amount of attention to operating detail in which the typical board indulges. This pattern is further defined by separating into policy levels the total number of decisions made in each important subject area and their principal subclassifications (Table 10).

The proportionate distribution of decisions by subject area, subclassifications, and decision level did not show statistically significant variation between 1964 and 1972. The volume of decisions, however, did change and the increased volume of personnel appointments, matters related to fees and tuitions, and all categories of educational program decisions, and decreased volume of physical plant matters are particularly noteworthy.

It has been previously pointed out that most personnel decisions were in Level III and that most of these involved Level III actions approving staff appointments. It will be noted, however, that matters related to salaries, conditions, and benefits move increasingly to Level II, the coding for board actions which interpret policies, establish rules and procedures, and consider exceptions to stated policy.

Physical plant and business-finance matters are the traditional turf of trustee boards and there is little evidence of authority delegation in these areas. The majority of physical-plant decisions fell into Level II, indicating control of approvals of various stages of construction and of appropriation funds. The proportion of fund-appropriations decisions in Level I (major or prime contract construction funding) in 1972 was little more than half of the 1964 figure, indicating the decreased plant construction activity. A larger proportion of 1972 activity in this classification fell into Level II, indicating the lower level of importance of follow-through decisions related to previously authorized

Table 10
MAJOR AREAS OF DECISIONS, by LEVEL
Percentages of Decisions within Major Areas and
Subclassifications, by Years

	1972 (14 boards)			1964 (14 boards)			n=
	I	II	III	I	II	III	
All Personnel Actions							
appointments	2.6%	14.5%	78.8%	2.3%	17.4%	78.3%	624
academic salaries	2.7	1.9	90.6	2.6	3.9	92.7	385
employment conditions	3.9	31.6	61.8	-	23.9	70.4	71
staff benefits	-	56.0	42.4	1.4	58.5	40.0	70
	-	87.7	15.3	-	82.0	15.3	39
All Business-Finance Actions							
gifts, endowments	7.0%	36.7%	51.0%	5.6%	36.0%	53.6%	800
legal matters	-	4.0	96.0	-	7.3	92.6	164
tuitions, fees	-	68.6	31.4	-	57.6	42.4	189
budget transfers	9.9	46.6	42.8	8.0	46.7	43.5	62
	-	17.1	82.9	-	32.7	66.3	92
Physical Plant Actions							
stages, conditions	5.2%	53.6%	38.3%	7.7%	46.7%	40.3%	904
fund appropriations	-	68.8	31.1	-	54.2	45.7	214
contract awards	13.4	79.1	7.3	21.5	70.5	7.9	153
lease easements	-	26.1	73.0	-	34.3	63.6	181
	-	10.0	90.0	-	7.7	91.3	91
All Educational Programs							
grants, contracts	14.6%	62.6%	17.6%	8.5%	64.5%	19.5%	403
intra-institutional programs	.4	97.7	-	-	97.2	-	185
cooperative programs	20.5	52.6	9.0	33.9	33.9	9.4	53
	-	54.1	41.0	-	38.2	55.9	34

and funded projects. The only important subcategory under business-finance which required Level I decisions was the increasingly important matter of fees and tuitions. The total number of decisions on fees and tuitions more than doubled from 1964 to 1972. Legal matters, which always carry the implications of precedents, fell mainly into Level II. Acceptance of gifts and endowments (which only a few boards delegate completely to the campus administration level without requirement for reporting) were mainly routine Level III acceptances with appropriate acknowledgements. Routine budget transfers largely at the Level II are still retained as a board prerogative in most cases.

A full one-third of the educational programs decisions in both years are related to acceptance of grants and contracts at Level II. These matters are of major interest to boards, for they involve control and direction of the institution's development and the acceptance of grants and contracts usually requires more than routine judgments. The increasing development of new intrainstitutional programs and cooperative inter-institutional programs in 1972 called for more board decisions at Level II, indicating more board control and direction of those activities.

Policy Decisions Related to Planning

Institutional planning is the process of implementing the goals of an institution as they were established in its founding and subsequently refined and directed over the life of the institution. The process of planning is one that is customarily shared very broadly through all areas of the academic community, but the final decisions related to planning must be a function of the board. The board must share in the *process* as well, giving it encouragement, direction, and leadership. This is a persuasive argument for those who would improve the effectiveness of boards of trustees.

Basic, long-range planning is a policymaking function of the highest order. It is the drafting of legislative policy which will determine the value and ethical structure on which the institution will proceed toward its goals. Therefore, goals must be articulated and the guiding policies formulated in detail sufficient to insure their implementation.

The data on board decisions was examined to see what evidence it would offer of trustee attention to and participation in the planning function.

All areas of recorded trustee decisions were examined and those decisions which related to the planning process excerpted for separate study. Planning decisions are of two types: 1) basic and long-range planning related to institutional goals, and 2) incremental planning which implements and expands the basic or long-range plans. Both types are of equal importance in considering the volume of board activity related to planning and are combined in the data tables which follow.

Two hundred seventy eight decisions were identified as basic planning decisions and an additional 129 decisions were identified as implemental planning decisions. These accounted for 5.6 percent of all board decisions. Planning decisions were found in 88 different subject areas, 62 of which had been previously coded as Level I, 24 were in Level II, and two in Level III. The basic and long-range planning decisions were Level I decisions and the implemental planning decisions were mostly in Level II.

Currently, most trustee planning decisions are in the area of educational programs, followed by business-finance and physical plant. This is a rather different pattern than was prevalent in 1964 (Table 11).

The relative attention given by trustee boards to educational program planning in 1972 was a marked increase over the attention given to that area in 1964. Degree programs were being examined critically and programs added or changed. Health sciences programs occupied much

Table 11

PLANNING DECISIONS BY SUBJECT AREAS
Percentage of Total Decisions within Six Subject Areas

	1972 (14 boards)	1972 (5 boards)	1964 (14 boards)
Personnel	4.1%	7.6%	5.4%
Student Affairs	2.0	2.4	3.5
Business-Finance	27.4	35.3	28.0
Physical Plant	13.2	2.4	29.2
Administrative Organization	8.6	21.0	8.9
Educational Programs	44.7	33.3	25.0
	100%	100%	100%

of the current attention in this area. Intrainstitutional programs at the school, division, and departmental levels came in for much change and redirection. Interinstitutional programs with other cooperating institutions occupied considerable attention, particularly amongst the five institutions added to the 1972 sample.

Planning for physical facilities, not unexpectedly, showed a drop-off to less than half of the 1964 level and most of the remaining activity in this field was implemental.

Planning in the area of business and finance continued at a high level. These decisions were related to budgeting (the primary instrument for both basic and implemental planning), and funding resources (the vitally important area that implements planning).

Administrative organization, a subject area that commands only a small proportion of total board attention, occupied a larger proportion of the activity related to planning. Decisions in this area involved the organization of campus administrative structure and the adminis-

trative organization for major academic units such as medical schools and graduate divisions. In 1972 there was some new activity, related to reorganization of campus senates, student associations, and other organizations formed to be part of the decisionmaking processes. Activity in this area was particularly great amongst the five new or newly reorganized boards which were added to the 1972 sample.

These data cannot, of course, deal with the quality or effectiveness of the planning activity, or with the all-important matter of the role of the boards in this activity--whether it was a passive role of giving of its approval to plans presented to them, or whether there was an element of creative leadership on the part of trustees. The pure volume of decision activity might be the same in either case. This suggests an important area for further research.

EVIDENCE BEARING ON AUTHORITY DELEGATION

The locus of effective authority over decisions which govern and control universities, particularly those which control the activities of the faculties and students, has been a major concern of most administrators, faculties, and student leaders. It has been a concern, particularly in recent years, of external critics as well.

There is little question that ultimate authority rests legally with the trustee board, but the volume and complexity of modern educational institutions and systems requires certain delegations of that authority. The question faced by trustees, and eagerly scrutinized by academics, is: *What areas of authority can be delegated, and what degree of authority should be delegated?*

Data gathered in this study offer several indications of how, in day-to-day practice, governing boards are handling the matter of authority delegation. These data make no explicit distinction between decisions which have apparently been delegated de facto, or by default,

or simply by long-standing unauthorized practice, and those explicit delegations which have been made by legislative actions of the boards. Furthermore, these data must be looked upon only as *evidence* bearing upon apparent degrees of delegation.

Board actions which take place *after* the fact of execution represent a degree of authority delegation controlled by the board's later review and ratification. The most common example would be board action on faculty appointments *after* the employment contracts had been executed by an administrator. Such cases are not complete delegations of authority, however, for if the board had completely delegated its authority over faculty appointments, the lists of appointments would be received only as information (nonaction) reports without the act of ratification, or would be completely absent from board records. On the other hand, board actions which take place *prior* to administrative execution must be taken as *nondelegated* authority, even if the board approval (as is often the case with lists of faculty appointments) is a pro-forma act. The fact that the board can excerpt a specific case from a list of recommended actions, debate it separately, and vote on it separately, indicates the board's retention of definitive authority. Parenthetically, it must be said that such a pattern of board actions presumes an ability, and capability, on the part of the board, its committees, or its own staff (if it has one) to ferret out those special cases over which it wishes to exert authority. Such a pattern may also be indicative of the degree of the board's confidence in its executives that they will adhere strictly to board policy. It may also say something of some executives' desire to "pass the buck" to the board on possibly controversial matters.

Timing of Decisions

The trustee actions analyzed in the course of this study were coded as to whether the board actions took place prior to the fact of their execution or after

the fact of their execution. While the accuracy of this codification was to some extent dependent upon the explicitness of board records, it was possible to distinguish this element of timing in 80 to 85 percent of the cases.

In 1972, the boards made approximately 61 percent of their decisions prior to the fact, about 20 percent of their decisions after the fact, with the remainder not codified or cases where codification was not appropriate--such as a seremonial resolution of congratulations or condolences. These overall averages were very similar to the 1964 experience (Table 12). Most boards made the majority of their decisions prior to the fact of execution; however, there are some noteworthy exceptional cases.

It is interesting that two boards which contrast strongly on this dimension (Boards L and B) are otherwise quite similar. One board made twice as many after-the-fact actions as prior decisions. The other made 45 percent of its decisions prior to execution, and 36 percent of its actions were after the fact. Both of these boards hold full constitutional charters. Both have comparatively brief meeting agendas and have no standing committees. By their legislative actions, both have delegated broad authority to their administrative officers and faculty organizations. Neither has its own staff but is served by a large administrative staff. The institutional presidents serve as board chairmen but do not vote. They both govern prestigious institutions with a dominant "flagship" campus which administer subordinate branch campuses. Both boards are composed entirely of lay members who are elected by citizens of their states. Yet they differ broadly on this timing dimension. It is quite apparent that the first board, for reasons of long-standing tradition or habit, or for some other reason, delegates many more decisions than the other. The former comes closer to the Dominguez characterization of a *review board*. The second, along with other more outstanding cases, leans more toward governance which he defines in terms of *control*.

Table 12

TIMING OF REQUEST FOR DECISION OR RATIFICATION
Actions Taken by Boards Prior to and After Administrative Executions

Board Code	1972 (14 boards)		1972 (5 boards)		1964 (14 boards)	
	Prior	After	No Code*	No Code*	Prior	After
N	52.0%	14.5%	33.6%		48.8%	17.8%
S	68.0	17.4	14.6		80.4	15.7
B	45.8	35.8	18.4		57.3	28.0
H	65.0	17.1	17.9		70.9	12.2
L	25.5	51.5	23.0		34.3	48.7
K	62.5	31.2	6.3		55.7	32.1
M	65.4	24.9	9.7		67.1	21.7
G	65.0	8.5	26.5		60.9	25.2
P	63.5	10.6	25.9		62.2	18.3
T	55.4	40.4	4.2		72.0	19.8
Q	86.8	2.6	10.5		84.9	4.4
J	47.4	48.5	4.2		53.8	34.1
C-E	83.9	2.3	12.6		47.1	16.2
O	62.5	4.6	32.8		67.4	7.0
R				63.3%		
I				51.0	19.2%	17.5%
F				57.1	15.9	33.1
A				58.4	8.9	33.9
U				75.0	9.2	32.3
					4.9	20.1
Overall Average	60.6	22.2	17.2	61.9	10.7	27.4
					60.8	24.0
						15.2

*No Code: Actions not specified as to timing, or actions where the matter of timing is not applicable.

In the years between 1964 and 1972, seven boards increased the number of after-the-fact actions and decreased the number of prior decisions. In three cases the shifts to more after-the-fact actions were greater than 10 percent. All but one of the seven boards governs multicampus or branch-campus systems. In fact, there was found to be a positive rank-order correlation between larger numbers of campuses under the board's jurisdiction and after-the-fact timing ($r' = .39$).

The most notable changes in the other direction (Boards G and C-E) are boards which undertook governance of combined state systems and added new control functions. All institutions that made changes to a higher percentage of prior actions can be characterized as boards operating in states with strong governors (in their relationships with higher education), and legislatures which exert considerable pressure on the details of husbandry of resources. Of possible significance is the fact that there was found to be a positive rank-order correlation between boards with a larger number of ex-officio board members and the number of prior-to-the-fact decisions made by these boards ($r' = .25$).

Analysis of the data related to timing of the decisions made in major subject areas (Table 13) discloses some important changes between 1964 and 1972.

These changes occur in the subclassifications under three of the four major subjects. In the area of personnel decisions, there was a trend towards ratifying a greater number of academic salary matters after the fact. However, these figures must be weighed carefully. The majority of actions are not matters of settling general salary levels, but of ratifying individual salaries of staff members. This trend probably indicates some movement towards prior determination of salary schedules under which all but the more exceptional cases are handled by delegated authority. Staff benefits, on the other hand, required greater prior approval in 1972.

Table 13

TIMING OF DECISIONS WITHIN SUBJECT AREAS
 Percentages of Decisions by Major Subject Areas
 and Major Subclassifications, by Years

Subject Area Subclassification	Prior	After	No Code	Prior	After	No Code
Personnel	42.7%	47.1%	10.2%	45.7%	45.1%	9.2%
appointments	36.7	53.9	9.4	35.8	54.3	9.9
academic salaries	34.2	57.9	7.9	57.7	36.6	5.6
employee conditions	51.5	34.8	13.6	57.1	31.4	11.4
staff benefits	82.6	6.5	10.9	67.1	20.5	15.4
Business & Finance	56.8%	28.3%	14.9%	61.4%	24.1%	14.5%
legal matters	84.0	6.7	9.3	86.7	4.2	9.0
gifts, endowments	28.8	49.8	21.5	28.7	44.5	26.8
budget transfers	35.1	52.3	12.6	59.8	28.3	12.0
tuitions, fees	88.6	3.8	7.6	88.7	3.2	8.1
Physical Plant	80.9%	10.2%	8.9%	81.2%	9.3%	9.5%
constructions stages	74.4	15.0	10.6	75.2	15.4	9.3
contract awards	80.3	15.1	4.8	86.7	10.5	2.8
fund appropriations	93.9	3.4	2.7	87.6	5.2	7.2
leases, easements	83.4	16.7	-	87.9	7.7	4.4
Educational Programs	55.0%	29.0%	16.0%	54.1%	29.5%	16.4%
grants, contracts	24.4	59.0	16.7	36.8	45.4	17.8
intra-institutional	53.3	6.4	10.3	67.9	15.1	17.0
degree	69.5	22.0	8.5	56.8	31.8	11.4
co-op	68.8	11.5	19.7	88.2	5.9	5.9

Decision Levels in Relation to Timing of Actions

As might have been anticipated, most Level I decisions are not delegated but made by the boards themselves. They are prior-to-the-fact rather than after-the-fact decisions, as shown in Table 14 by the substantial positive rank-order correlations between boards that make a high proportion of Level I decisions and those that make a high proportion of prior-to-the-fact decisions.

Table 14

CORRELATIONS BETWEEN BOARDS RANKED BY POLICY LEVELS
AND BY TIMING OF DECISIONS

r^1	Prior to the Fact		After the Fact	
	1964	1972	1964	1972
Level I	.53	.33	-.44	-.49
Level II	.32	.18	.11	.08
Level III	-.42	-.50	.33	.49

Level II decisions tend also to be made prior to the fact, and hence not delegated, although the correlation is not as high as in the case of the Level I policy matters. There is a weaker correlation between boards that make a high proportion of Level II decisions and those that make a high proportion of after-the-fact decisions, indicating that while most of these decisions are made prior to the fact, some of them are nevertheless delegated and reported to the boards after the fact of their execution.

The data related to timing of board actions in relation to prior actions (decisions) and after-the-fact actions (ratification) offers a substantial body of evidence to support the charge frequently made against

trustee boards that they devote too much attention to administrative detail. The fact that some boards differ markedly in their action patterns in this respect seems to refute the excuse advanced by some that board action is legally necessary, even if it is done in a pro-forma manner.

The mass of detail coming to some boards cannot help but impair board effectiveness. If the board governing a multicampus system accepts the responsibility for approving every staff appointment or promotion, no matter how low in rank, before that appointment can be made firm, or for every purchase order or budget adjustment, it accepts a tremendous obligation for husbandry that goes beyond the ability to be accurate and just. Furthermore, the de facto delegation of many of these responsibilities with the requirement for subsequent ratification creates a volume of pro-forma actions which worry trustees, administrators, and faculty members alike.

CHAPTER

V

Board Decision Patterns

Boards of trustees direct their attention to broad policy-related concerns as well as numerous discrete issues which guide the conduct of the institutions each serves and governs. Most areas of concern are common to all boards which govern public institutions, and even the discrete issues which form the bulk of each board's business have a familiar facade when the transactions of many institutions are studied collectively.

The body of transactions whereby these broad concerns and discrete issues are dealt with in varying degrees of attention by one or more boards is defined for purposes of this study as a *decision pattern*. It was hypothesized at the outset of this investigation that boards with similar membership characteristics, or institutions of a similar type, might have similar decision patterns. A number of distinctive decision patterns have been identified and these will be described in this chapter.

Some patterns are clearly associated with the particular *institutional variables* examined in this study. Others appear to be identified with more imponderable factors, some beyond the scope of this study. These might include such factors as similar traditions inherited by boards over a number of years from their predecessor boards, similarities in the orientation or changing orientations of institutions to particular goals, status symbols, or self-images, or similarities in the traditional

environment of the region, state, or community in which the institution is located. Indeed, the region of the country in which groups of the sample institutions were located proved to be a variable more related to similar decision patterns than other variables related to size or composition of the boards.

Other decision patterns have been identified by various groupings of data related to similar decision characteristics but not necessarily related in all details to the boards included in the study sample. These prototype patterns are discussed in a later section of this chapter.

COMPOSITE PATTERNS IDENTIFIED WITH SCOPE OF GOVERNANCE

The most common categorization of boards is in terms of the scope of governance assigned to them by state constitutions or statutes. In these terms, boards are of four types: 1) boards which govern combined state systems of all public four-year institutions in the state, 2) boards which govern multicampus university or college systems which are more or less homogeneous but which constitute only one segment of the higher educational institutions in the state, 3) boards which govern unitary systems of single institutions which operate one or more subsidiary branch campuses, and 4) boards which govern individual institutions located on single campuses. 1972 data was available for four boards governing single campuses and five boards in each of the other three groups.

In order to discern comparative decision patterns among the four types of institutions a process of adjusting the frequencies in the raw data was employed to make the total number of decisions made by each board equivalent. The considerable variation in the numbers of decisions coded for the 19 boards would have made composite group figures misleading. For example, one board with more than four times the average number of decisions would have dominated the composite data in a group of four or

five boards. Similarly, a board that was coded for fewer than one-fourth of the average number of decisions would be lost. The total number of decisions each board made was therefore increased or decreased to a common value and the proportion of its decisions within each decision-category was then calculated. Thus the proportions attributed to each composite type of board, as shown in Table 15, are all based on a common total. These proportions which are significantly different at the .01 level from others in the decision category are underscored.

The Composite Combined State Board Pattern. An increasing number of states have combined the governance of all public four-year colleges and universities, and in some cases the two-year institutions as well, under a single board. In a few cases they have retained the official title of *Regents* or *Trustees*, but in most states, particularly in the west, the boards are officially known as the State Board of Higher Education. They are part of the administrative branch of the state government, appointed by the governor, and reporting through him to the legislature. The more strict accountability of these boards to state government probably accounts for a more distinctive pattern of decisions.

The composite board makes relatively more decisions in educational programs and relatively fewer in personnel matters. It has been given a prime responsibility for gearing the state's educational program offerings to the particular needs of the state and to eliminate undesirable duplications of program offerings. This accounts for the high degree of attention which is reflected in the number of board actions in the subject area of educational programs. The lower level of personnel matters probably indicates that with standardized staff appointment policies and salary scales more of the actions approving routine personnel matters can be delegated to administrators.

This board appears to make a relatively large proportion of its decisions at Level I and a larger proportion at Level II. These are the levels at which policies are formulated and implemented. It makes fewer

Table 15

COMPOSITE BOARD PATTERNS
Percentages of Decisions in Each Category
Attributed to Composite Boards.

DECISION CATEGORIES	TYPES OF COMPOSITE BOARDS			
	Combined State	Multicampus	Unitary (branch campus)	Single-campus
<i>Subject Area Decisions</i>				
Personnel	15.9	26.4	22.7	22.5
Business-Finance	21.5	20.7	25.2	25.9
Physical Plant	20.0	17.2	14.0	17.1
Educational Programs	24.4	15.9	10.2	8.3
All Other	18.2	19.8	27.9	26.2
<i>Policy Level Decisions</i>				
Level I	11.8	6.9	7.4	10.4
Level II	39.4	37.6	31.4	35.0
Level III	33.9	38.1	43.4	39.7
Nonpolicy, Nonaction	14.9	17.4	17.8	14.9
<i>Timing of Decisions</i>				
Board action prior to execution	63.2	60.6	56.8	55.8
Board action after execution	14.6	23.4	28.1	10.1
Not coded for timing	22.2	16.0	15.1	31.1

decisions at Level III. This pattern is in keeping with the responsibilities of combined state boards, though those in the sample varied in their proportions of Level I decisions. Boards of this type are specifically charged with responsibility for the goals and institutional policy of each campus under their charge (Level I policy). They must interpret that policy and articulate rules and procedures for execution of that policy (Level II policy). The lower proportion of Level III decisions indicates the substantial degree of delegation of operational decisions to campus administrators.

A high proportion of decisions made prior to execution and correspondingly low proportion of after-the-fact actions may indicate that these boards exert tighter control over institutional affairs.

Combined state boards in the study sample are Boards N, T, E, S, U (see Appendix A).

Composite Multicampus Board Patterns. Boards that govern multicampus systems, particularly those systems which have rapidly increased the scope of their governance either through construction of new campuses or by amalgamation of existing campuses, face increased workloads and, presumably, the need to reorganize some policies and procedures. However, the evidence seems to indicate that if they have been involved in handling or supervising operating detail in the past, they tend to hold on to those practices even as the number of campuses multiplies. This is less of a problem with boards of combined state systems, for they were created in the statutes primarily to formulate policy and direct management. This composite board devotes over a fourth of its attention to personnel affairs (Table 15), a subject area that is mainly composed of routine staff appointments and promotions. Its proportion of actions in this area is 65 percent greater than for boards of combined systems, and also greater than the proportion for single-campus boards and for unitary (branch campus) systems.

This board makes a smaller proportion of its decisions on educational programs than does the composite combined state system board, though it is a larger proportion than the proportion of unitary and single-campus boards. Unlike the more recently formed combined system boards which are still reviewing and formulating educational plans and policies, most of these boards have been established for many years and their policies are probably more established.

The greatest proportion of this composite board's activity is at Policy Level III. This is another indication of the reluctance of the board to give up control of operating details (with the possible exception of academic programs) as the scope of their governance broadens. It devotes a somewhat higher than average proportion of attention to Level II decisions--policy interpretation and rule-making--and this, combined with the greater activity at Level III, makes for a smaller proportion of actions at Level I. With limited amounts of time that trustees can devote to board meetings, the proportion of time spent on top-policy decisions is bound to suffer if greater attention is given to managerial and operating-level activity.

This board seems to take more after-the-fact board actions (ratifying actions) than does the composite combined state system board. Even if delegation is somewhat higher, the power to act has not been completely delegated, for administrators are required to come back to the boards for ratification of their actions.

Multicampus boards in the study sample are Boards S, H, M, J, F (see Appendix A).

The Composite Unitary System Board. Institutional systems of this type (one institution with branch campuses) have many of the characteristics of both multicampus systems and single-campus organizations. The boards in the study sample are all long-established boards that operate in a political environment that is more tolerant of institutional autonomy. Two have constitutional status,

none has state officials serving as ex-officio members, all but one have faculty and student members or official observers. This greater relative autonomy and more participatory governance of their institutions is probably true of many other boards governing institutions of this type, for these are older boards which have so far been able to resist the movement towards combining their institutions into larger systems.

The composite board of this type makes an average proportion of its decisions in personnel and business-finance, and a somewhat lower-than-average proportion of its actions after the fact, indicating that it probably defers to its administrators and faculties more of the operational decisions.

Boards of this type in the study sample are Boards R, L, K, Q, and B (see Appendix A).

The Composite Single-Campus Board. The number of trustee boards governing individual single-campus public institutions of higher education has been rapidly decreasing with the increase of multicampus systems.

The single-campus boards in the study sample do not govern a particularly homogeneous group of institutions, yet there is a remarkable consistency in their decision patterns. Two are new boards governing relatively new institutions in states with strong state agencies overseeing their operations. One is a new board governing an older institution recently reorganized under state statutes. The fourth governs an older state university in a small state.

This composite board's distribution of decisions by subject areas is roughly similar to that of the unitary system board. Educational program decisions, however, are proportionately lower for the single-campus board. Examination of *all other* category indicates that most of these decisions relate to student affairs and to administrative organizational matters.

This board makes a relatively high proportion of its decisions at Level I, the area of top-policy formulation. The remainder are about evenly divided between Level II and Level III.

A disproportionate amount of this board's decisions could not be coded for timing, but the significantly low proportion of after-the-fact decisions indicates a lower degree of delegation by the board to administration and faculty.

Boards of this type in the study sample are Boards I, A, P, and O (see Appendix A).

PROTOTYPE PATTERNS IDENTIFIED BY SIMILAR BOARD ACTIONS

The following set of board decision patterns are hypothetical, prototype patterns defined by sets of similar characteristics which create more internally consistent patterns than were found in all but a very few of the boards studied in this research.

For purposes of drawing these prototypical decision profiles, each of the 20 boards studied in 1972 was described in terms of the pattern it formed with respect to policy levels and subject areas of its decisions. For example, it can be shown that boards with the similar characteristic of relatively high proportions of their decisions at the broadest, most general policy level (Level I) and dealing mostly with business and finance and physical plant are quite different from boards with the similar characteristic of exerting most of their decisionmaking power at the more specific decision policy level (Level III) and in the area of personnel. The former is a business-oriented board concerned primarily with establishing strong policies related to husbandry of its financial resources, while the other is more concerned with control of operational matters. Insistence upon approving all or most details of personnel management is the most common characteristic of such boards. Thus, consistent similarities and differences in this policy

level--by subject area patterns--can be considered basic board characteristics.

The differences among the decision patterns of the 19 boards with respect to policy level and area were treated as distances among 19 points in a multi-dimensional space. Nonmetric multidimensional scaling of the 19 points (Young, 1973) produced a two-dimensional solution that accommodated the distances among the 19 boards with little distortion. These two dimensions are sufficient to describe the characteristic differences in the decisionmaking patterns of these 19 boards, and each distinguishes between the two types of boards. (See Figure 2.)

The distributions of board decisions which form these decision patterns are shown in Tables 16 through 19. Prototype Boards #1 and #2 are polar opposites with respect to the first dimension, and Prototype Boards #3 and #4 with respect to the second dimension. None of these prototypical boards shows a decision pattern identical to that of a real board in the study sample although at least one real board does lie close to each prototype board. Figure 2 indicates the dimension and directional orientation of each prototype Board. It also contains the locations of each of the 19 sample boards in this two-dimensional array. Boards at the extremes of each dimension might be considered "most typical" of the prototype. Boards located in the same *direction* but not at the extremes would have decision action characteristics similar, but in varying degrees, to the prototype board.

This board applies half of its actions to issues concerned with educational programs. Almost all of these decisions are evenly divided amongst Levels I and II, with only two percent at Level III or nonaction items. It makes an unusually large number of decisions (33 percent) at Level I (legislative policy). This contrasts with the average Level I proportion for all 19 boards in the study sample, which was less than 10 percent. Seventeen percent of this prototype board's decisions are in business-finance and another 10 percent in physical plant.

Figure 2

PROTOTYPE DECISION PATTERNS
Nonmetric Analysis of Similarities
Dimension 1 (X Axis) Versus Dimension 2 (Y Axis)

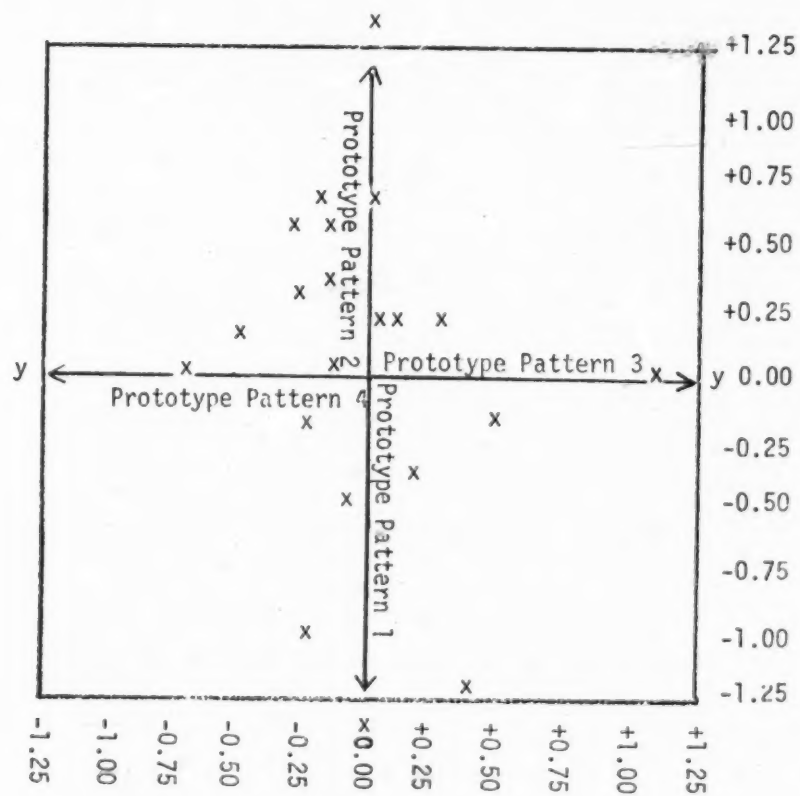


Table 16
PROTOTYPE BOARD PATTERN #1
Percentages of Total Decisions

	Level I	Level II	Level III	Non-policy	TOTALS
Personnel	1	4	0	0	5
Student Affairs	0	0	0	0	0
Business-Finance	2	13	1	1	17
Physical Plant	2	8	0	0	10
Internal Affairs	0	0	0	3	3
Educational Pgms.	25	23	1	1	50
Other	3	2	0	10	15
TOTALS	33	50	2	15	100%

In both cases, the majority of these decisions are at Level II, representative of managerial policy and administrative guideline formulation.

The dominant action characteristics of this type of board would be:

1) A strong commitment to legislative and managerial policy formulation related to educational programs. Operational details on these programs are almost completely delegated to administration and faculty without the requirement of board ratification.

2) A general commitment to higher-level policy formulation and spending very little time either making or reviewing operating Level (III) decisions. A key example is the fact that it does not concern itself with personal administrative details and acts in this subject area only on legislative policy and managerial guidelines.

3) A delegation of all matters related to student affairs, presumably to administration or to student government.

Prototype Board #1 could be generally characterized as a "policy board," that offers detailed managerial guidelines and advice but delegates responsibility for institutional operations.

Table 17

PROTOTYPE BOARD PATTERN #2
Percentages of Total Decisions

	Level I	Level II	Level III	Non-policy	TOTALS
Personnel	0	2	30	0	32
Student Affairs	0	1	1	0	2
Business-Finance	0	5	15	2	22
Physical Plant	1	16	10	0	27
Internal Affairs	0	0	0	1	1
Educational Pgms.	0	10	3	0	13
Other	0	2	1	0	3
TOTALS	1	36	60	3	100%

This board directly contrasts with Prototype Board #1. It exercises 60 percent of its actions at Level III, the level of operating detail, and half of these operating decisions are in personnel. Most of the remaining Level III decisions are in business-finance and physical plant. Only an occasional board action has policy implications broad enough to be classed as a Policy Level I (legislative policy) decision. The Level II decisions, slightly more

than a third of the total, are concerned primarily with physical plant and educational programs.

The dominant action characteristics of this type of board would be:

- 1) A strong control of the operational aspects of institutional administration. Critics of this type of activity would probably characterize it as "meddling with administration's operation of the campus(es)." Such a board probably reserves for itself final action on all personnel appointments, promotions, and leaves of absence, as well as final action on all operating-level decisions on budget transfers, purchasing, and nonjudgmental decisions on construction or remodeling contract awards.

- 2) A slight concern with educational programs. It establishes certain managerial policy guidelines and reserves for itself final action or ratification of the more important operational decisions. More routine educational decisions are presumably left to administration or faculties.

- 3) The very low level of nonpolicy, nonaction items indicates it receives few reports on which no action is expected. In other cases (such as Prototype #4 which follows) this might indicate complete delegations of operating authority, without the requirement of reporting. However, in this case it more likely indicates that the board itself retains final operating authority as is indicated by the high proportion of Level III activity.

Board Pattern #3 defines one end of the second dimension indicated in Figure 2. It is similar to Prototype Board #2 in that it makes a dominant proportion of its decisions at Level III concerning personnel matters. It differs in making relatively few decisions in the physical plant area. In the areas of business-finance and educational programs, two-thirds of the decisions the board makes are at the (operational) Level III. Unusually large proportions of the matters brought to

Table 18

PROTOTYPE BOARD PATTERN #3
Percentages of Total Decisions

	Level I	Level II	Level III	Non-policy	TOTALS
Personnel	1	1	26	2	30
Student Affairs	0	0	0	1	1
Business-Finance	1	6	8	0	15
Physical Plant	0	8	1	0	9
Internal Affairs	1	1	0	7	9
Educational Pgms.	1	2	6	0	9
Other	2	6	6	13	27
TOTALS	6	24	47	23	100%

this board are classified as nonpolicy, nonaction items and in subject areas other than the six areas which are primary to most boards. These might be reports on matters related to external (largely governmental) affairs, administrative organization, ceremonial actions or other miscellaneous categories.

The dominant action characteristics of this type of board would be:

- 1) A strong control over most operating detail. If some degree of authority is delegated, it is done so with the proviso that decisions must be reported to the board, and usually ratified by the board.
- 2) There is probably some determined reason, such as a previous crisis or controversy, for the strong preoccupation with details of personnel administration (26 percent of all board actions).

3) The institution is apparently doing little to alter its physical plant.

4) The board probably makes all, or nearly all, decisions for the institutions at all levels in business-finance, physical plant, and probably also in educational programs.

5) It is probably a strong "authoritative" board.

Table 19
PROTOTYPE BOARD PATTERN #4
Percentages of Total Decisions

	Level I	Level II	Level III	Non-policy	TOTALS
Personnel	0	6	3	0	9
Student Affairs	2	0	0	0	2
Business-Finance	2	18	7	0	27
Physical Plant	0	27	14	0	41
Internal Affairs	3	2	0	0	5
Educational Pgms.	2	0	0	0	2
Other	2	7	2	3	14
TOTALS	11	60	26	3	100%

This board exercises most of its authority (60 percent) at the managerial policy level (II). It does determine very top legislative policy (I) in the institutionally important areas of student affairs, business-finance, and educational programs. Decisions in student affairs and in educational programs are confined to the top policy level. It makes few personnel decisions and these are concentrated more at Level II than Level III.

It makes only half as many Level III decisions as does its opposite, Prototype Board #3. It receives few nonpolicy, nonaction items and these are in the miscellaneous subject areas.

The dominant action characteristics of this type of board would be:

- 1) This is primarily a managerial board. It sets top policy when necessary, and then explains and interprets that policy and develops managerial guidelines, then it delegates authority over the operational detail in all except the traditional areas of board concerns, business-finance, and physical plant.

- 2) There is a noteworthy degree of delegation of broad authority in all areas that relate to the academic operation of the institution. It apparently requires little in the way of formal reporting by administration in these areas of delegation.

- 3) As contrasted with many other boards, it apparently does not choose to decide on all staff appointments or other administrative personnel matters, reserving only a few (perhaps critical) operations decisions for itself.

It will be well to point to one final observation on the distribution of the 19 sample boards in these two-dimensional spaces. Twelve of the 19 boards cluster around the direction lines of Prototype decision patterns #2 and #3 in Figure 2. A single model which typified the majority (12 of 19) of the boards studied in this research would therefore have similar characteristics to those of these two prototypes. Boards similar to Prototypes #1 and #4 would be relatively rare, at least among the 19 boards examined in this research.

CONCLUSIONS

All three policy levels are important in describing the 19 boards, but most of the distinctions among them are involved with Levels II and III in the areas of physical plant and business-finance and with Level III in the personnel area. Actions at Level I, the legislative type of policy decision, and decisions concerned with educational programs are fewer, but they combine to discriminate rather sharply among the 19 boards. The proportion of a board's business devoted to Level I decisions about educational programs and the proportion given to Level III personnel decisions are two of the most salient characteristics of collegiate boards of trustees.

Thus it is important to observe the operation of these variables in the characteristic decision patterns of multicampus boards, and Prototype Boards #2 and #3. These boards make a high proportion of their decisions in the area of personnel matters, and a high proportion at the Level III of operational detail. With only one exception among the multicampus institutions, boards of this type seem to have a strong preoccupation with decisions on staff appointments and other operational concerns. They are not noted for the degree to which they are willing to delegate certain areas of their authority. They seem to add to the volume and operational detail of this work as the size of their institutional domain increases.

Combined state boards and Prototype Boards #1 and #4 are strong policy and managerial control boards as indicated by their relatively high attention to legislative (Level I) policy determination and also the relatively high attention to managerial (Level II) decisions.

While all boards tend to delegate operational level decisions in educational programs, the boards which govern several mutually independent campuses--the categories of combined state boards and other multicampus boards

give the largest relative amounts of attention to this subject area and make most of these decisions only at the two highest policy levels. This characteristic is also reflected in Prototype Boards #1 and #2.

APPENDIX A

Descriptive Characteristics of the Sample Trustee Boards and the Institutions or Systems They Govern

Board Code

N Board "N" is one of five boards included in the sample which govern combined state systems of higher education. It is a board of medium size including two ex-officio members, one of them the governor of the state who is very active in board affairs. Regular members of the board are appointed by the governor with the advice and consent of the state senate for terms of eight years. The system president is not a voting member of the board. The board meets 10 times a year with occasional interim meetings. It has no standing committees structure, but the president of the board annually appoints an executive committee, budget committee, and others as needed. The board's authority is derived from the statutes of the state. There is no state coordinating agency, this board acting in that capacity. The board has been active in long-range planning, particularly in relation to the physical plants of its campuses. In recent years this board has reorganized several aspects of its organization and operating policies. Fewer than one-third of the trustees are alumni of the institutions the board governs.

S Board "S" governs a large multicampus system which underwent considerable expansion during the 1960s. It is a large board; the citizen members

of which are appointed by the governor. The board contains many ex-officio members, including the governor who has been very active in board affairs. The president of the alumni association serves as a voting member during his year in office. The chief administrative officer is a voting member of the board. The board operates with a large number of standing committees. The board's authority is derived from the constitution of the state. It meets 11 times per year with occasional interim meetings of its committees. There is a state coordinating agency with limited powers to which this board sends information reports and clears certain matters. Currently about half of the membership are alumni of the institution.

B Board "B" governs a large state university with branch campuses. It is a very small all lay-member board. Members are elected by the people of the state in their general election. Nominees are selected in regular party conventions or are independently nominated by petition. The board's authority is derived from the state constitution. The chief administrative officer was formerly a voting member of the board, but in a recent constitutional change has been eliminated from the membership. He continues to be its presiding officer. The board meets monthly. The administrative staff of the university serves as staff for the board. The board operates under a state commission on higher education which is charged with controlling and coordinating the higher education institutions in the state.

R Board "R" governs a large state university and oversees the operations of a number of two-year community colleges. During the 1960s the statutes of the state were changed and the board reorganized. Three state officials, including the governor, who formerly held voting memberships on that board are no longer members. The present board is made up of 16 persons appointed by the governor who

serve four-year terms plus two faculty and one student member, each of whom has full voting privileges. Of the appointed members, three must be alumni recommended for appointment by the alumni association; three must be representatives of agricultural interests, six must be representatives of agricultural interests, six must be representative of the learned professions. Membership must be appointed so as to divide representation as "equally as possible" between the two major political parties. The board operates with a standing executive committee elected from its membership, which is responsible for all financial and business interests of the institution and can act for the full board in interim meetings. The board is required to meet only four times a year, but since its reorganization has met monthly through the academic year. The executive committee meets monthly throughout the year. The board operates under a state coordinating agency which has been newly reorganized and strengthened.

I Board "I" governs a single metropolitan university which was formerly under municipal control. It is a medium-size board whose members are appointed by the governor. The board also contains one student and one faculty member, each with full voting privileges. The governor's appointees must be divided between the two political parties from nominees suggested to him by the alumni association and city and county officials. Currently half the board members are alumni of the institution. The board operates with an executive committee consisting of the chairman, vice chairman, and three members elected by the membership. There are two other standing committees of the board. Appointed members serve terms of four years, the faculty member serves a term of three years, and the student member one year. The board meets 11 times each year. The board's authority is derived from the statutes of the state. It operates under

a state coordinating board with a limited number of regulatory powers over it. There is an institutional *Board of Overseers* consisting of 39 persons elected by the trustees for three-year terms. This board meets once each year to review and comment on reports from the trustees and institutional officers. It is also charged with the responsibility of being the liason between the institution and its surrounding community. The campus community is highly organized with a number of consultative bodies which provide regular input from students and faculty to the administration and trustees.

H Board "H" governs a newly-formed multicampus system of three institutions. It is a very large board and contains a considerable number of state officials, including the governor, who serve in ex-officio capacities. The chief administrative officer is a voting member of the board and it contains two student members who have full voting privileges. Only approximately 15 percent of the membership are alumni of the institutions. The appointed members serve terms of seven years. The board operates with a number of standing committees. The board as a whole meets 12 to 15 times a year and the committees meet frequently in interim sessions between board meetings. The board's authority derives from the statutes of the state. The board operates under a state board of higher education which serves in a coordinating function and exerts considerable influence through control and regulation over higher education institutions of the state.

F Board "F" governs a large multicampus system of state colleges, brought together as a system in the late 1960s. The board is of medium size. Members are appointed by the governor with the exception of one student who is elected to that post. Appointed members serve for terms of five years. Currently none of the members are alumni of the institutions the board governs. The board

operates with a large number of standing committees as well as with an advisory commission to the board consisting of five professional educators, two of them from private institutions in the state and appointed by the governor. The board also has a standing student advisory commission and a standing faculty commission. This is a very hard-working board. There are 11 scheduled board meetings a year, and during the year under study there were seven interim board meetings. The committees and advisory commissions meet in intervals between regular full board meetings. The board's authority is derived from the statutes of the state. The board operates under control from several agencies of the state government and a strong coordinating agency.

L Board "L" governs a large state university with two branch campuses. It is a small board whose members are selected by the citizens of the state from nominations of regular political party conventions. They serve terms of eight years. The chief administrative officer is a member and officer of the board but does not vote on its proceedings. Nominees for election to this board are usually alumni of the institution and currently seven of the eight members are alumni. The board meets 11 times per year. There are no standing committees, but the president of the board (and of the institution) appoints certain committees on an ad hoc basis as needed. The board derives its authority from the constitution of the state. The board operates with a state coordinating agency which has very limited powers over the institution.

K Board "K" governs a large university with branch campuses. The board is of medium size and composed of persons elected for six-year terms in joint meetings (bi-ennial) of both houses of the state legislature. The chief administrative officer of the university is an ex-officio member of the board and serves as president of the board, with-

out voting privilege. The board recently added two student members who serve with voting privileges on all board committees with the exception of the executive committee. They do not vote in full board meetings. One-half of the current membership are alumni. The board operates with five standing committees, including the executive committee which has special responsibilities for financial affairs. The board has full constitutional status and operates in conjunction with a state coordinating agency which functions in an advisory capacity.

- M Board "M" governs a multicampus system of three universities. It is a small board composed of eight lay members elected by the citizens in each of four districts of the state. This board was increased from six to eight members between 1964 and 1972. Prospective trustees are nominated in the state primary elections with the top two candidates in each district running in the general election on a nonpolitical ballot. Trustees serve terms of six years. The board meets 12 times each year plus several interim meetings. Notices appear in all major newspapers of the state and the meetings are attended by a large number of citizens as well as members of the faculty and student body. Currently, seven of the eight members are alumni of the institution. The board operates with an executive committee and several standing committees of the board. The board's authority is derived from the state constitution. This is a newly formed system; in 1964 this board governed only the state university. There is no state coordinating agency, but the board operates in close liason with agencies of the state government.

- G Board "G" governs a combined state system of three institutions. It is a very large board consisting of 12 members appointed by the governor with the advice and consent of the state council, an advisory board to the governor. Six more members are elected to the board by the alumni. By law,

two members must be farmers, and both major political parties must be represented in approximately equal proportions. Four officials of the state government, including the governor, serve in ex-officio capacities with voting privileges. The chief administrative officers of the three campuses also serve in an ex-officio capacity with full voting privileges. One of the current members is a student. The campus faculty senates and student bodies each elect one of their members to serve as nonvoting members of the board. Elected and appointed board members serve terms of four years. The board operates with a large number of standing committees, including an executive committee. The board customarily meets 11 or 12 times each year. Currently more than half of the members of the board are alumni of the institution. The board's authority is derived from the statutes of the state. The board acts as the coordinating agency for higher education in the state.

- A Board "A" governs a single state college in a major metropolitan area. It is a newly formed board to govern this institution which was formerly under the state department of education. It is a small board composed of lay members appointed by the state board of higher education. Currently only one of the members is an alumnus of the institution. The members serve terms of six years. The board operates with three standing committees, one on finance and physical plant, one on educational policy, and one on student and community affairs. The boards' authority is derived from the statutes of the state. It operates under the state department of higher education which acts as the coordinating agency for higher education. The board also operates with an executive committee which meets monthly prior to the open full board meeting. The board composition is very representative of the many constituencies in this highly urban community. There is an advisory

committee to the board which provides broader input from the community. The faculty are unionized for collective bargaining with the unique feature of student input required on all actions of retention, tenure, and promotion of faculty members. Student representatives are present at all committee meetings in nonvoting capacity with the exception of the sessions of the executive committee.

P Board "P" governs a single university in a major urban metropolitan area. It is a small board composed of lay members appointed by the governor with the consent of the state senate. The institution and its governing board were created in the late 1960s and the institution has undergone rapid expansion of its physical plant, student body, as well as expansion of its degree offerings. The board is strongly aligned with the civic and political strength of the metropolitan area and many of its members have political connections with the state government. The board also contains two student representatives and two faculty representatives who meet with the board in nonvoting capacities. The board operates with five standing committees appointed by the chairman. Board members serve terms of nine years. They meet 10 or 11 times each year. The board's authority is derived from the statutes of the state. It operates under a state coordinating board which holds considerable authority over this and other higher educational institutions in the state. This is a strong authoritative board in its relations with administrative affairs of the university, though it has delegated much of the detailed operating function to the chief administrative office.

T Board "T" governs a combined state system of several universities and colleges. It is one of the pioneer combined state systems in the country. It is a small board composed of lay members

appointed by the governor with the consent of the legislature for terms of four years. The board operates with an executive committee as well as a large number of standing committees. The board's authority is derived from the statutes of the state. There is a state coordinating agency which has advisory powers only related to the coordination between the junior colleges and the state university system. In recent years, this board has come to operate more closely with the agencies of state government. The terms of board members was reduced since 1964 from six years to four years and the number of meetings reduced from eight to six. Recently enacted statutes require that not more than half of the membership can be alumni of one of the institutions governed by the board. Purchasing authority, non-academic personnel administration, and auditing was all subject to regulations of appropriate state departments.

Q Board "Q" governs a single university which operates two junior colleges (two-year) as branch campuses. This is an all lay-member board composed of six members elected by the state general assembly and seven who are self-perpetuating in life-time memberships with their successors appointed by those remaining in this group. The members elected by the general assembly serve terms of four years each. Five of the 13 members are alumni of the university. The board meets three times a year. It operates with an executive committee and three standing committees. The institution also has a board of trustees and has representatives from each congressional district in the state. The overseers prepare a written report to the board with their recommendations after each two-day visit to the campuses. In 1971 the board voted to invite the president of the student body and the president of the faculty senate to attend board meetings and committee meetings as official observers without voting privilege. The

board's authority is derived from the statutes of the state. There is a state coordinating commission which operates largely with advisory powers. The board operates with a large degree of autonomy from state government. Its meeting agenda are ordinarily quite brief, reflecting the fact that almost all administrative authority has been delegated to the university's president.

J Board "J" governs a very large multicampus university system. This is a small, all lay-member board appointed by the governor. All are alumni of the university. The board members serve terms of six years. The board ordinarily meets every six weeks (nine times a year) with occasional special meetings. It operates with an executive committee and three other standing committees. The board's authority is derived from the statutes of the state. The board operates under a state coordinating agency which has been given a number of key regulatory powers. However, the university has authority to go directly to the legislature with its affairs and to record its opposition to rulings of the agency. Administration of this system has been strongly centralized under a chief administrative officer. However, there is little legal delegation of board authority over administrative matters. This accounts for a very large number of matters which must bear the specific approval of the board before execution.

C Board "C" in 1964 governed a single-campus state university. It was a medium-large board whose citizen members were appointed by the governor and confirmed by the state senate. The chief administrative officer of the university, the secretary of the state, and the president of the alumni association served as ex-officio members with voting privileges. The board held monthly meetings. Prior to 1972 this board was reorganized and in essentially this form became the state board of higher education, Board "E," to supervise a combined state system.

E Board "E" now governs a combined state system of several institutions. This is a medium-to-large all lay-member board. Members are appointed by the governor and confirmed by the state senate. They serve for terms of six years. Ex-officio members of the predecessor board were dropped. No more than eight of its members may be of the same political party. A majority of the trustees are alumni of institutions over which this board now has jurisdiction. The board operates with an executive committee consisting of the chairman, vice chairman, and three elected board members. There are three other standing committees of the board. The state commissioner of higher education serves as the chief executive officer of this board which is the state board of higher education. The board's authority is derived from the statutes of the state. It serves as the coordinating agency between the four-year and two-year institutions in the state. There are local boards serving each of the campuses in this system whose members are appointed by the governor and confirmed by the senate.

O Board "O" governs a single campus state university. It is a very large board composed of three members appointed by the governor with the consent of the legislature, nine members elected directly by the legislature and nine members who are self-perpetuating with successors chosen by a board committee in connection with the board of the alumni committee. In addition, there are two ex-officio members including the governor of the state. Nonvoting members who participate in board meetings and sit on certain board committees are elected representatives of the student association, the faculty senate, and the nonacademic employees council. Twelve of the voting members of the board are alumni of the institution. The board has an executive committee which can operate with full powers of the board, and in addition, seven other standing committees. Appointed and elected

members serve for terms of six years. The board meets six times each year, with the executive committee acting for the board in the interim. The board derives its authority from the statutes of the state. There is no state coordinating agency.

U

Board "U" governs a newly formed combined state higher education system which includes all public four-year and two-year institutions. It is a small board whose members are appointed by the governor with the consent of the state senate. It also includes three state officials including the governor in voting memberships. The governor plays an active role in the affairs of the board. One student elected by the student body president's association serves as a nonvoting member of the board. Appointed members serve terms of eight years. The board holds between eight and 12 meetings per year. It operates with three standing committees. There are local advisory boards at each campus of three members each appointed by the governor. While the statutes provide for delegation of limited management and control to these boards, they specifically prohibit delegation of any matters related to financial affairs, and as a consequence they operate with various degrees of effectiveness.

APPENDIX B

Coding Protocol for Subject Areas and General Subclassifications of Trustee Actions

0. PERSONNEL

- 01 Academic and/or Nonacademic Salary
- 02 Staff Benefits
- 03 Employment Conditions
- 04 Employee Organizations
- 05 Tenure
- 06 Faculty and Staff Appointments
- 07 Faculty and Staff Sabbaticals
- 08 Disciplinary Actions
- 09 Grievance Procedures
- 10 Dismissals
- 11 Creation of New Positions

1. STUDENT AFFAIRS

- 01 Scholarships
- 02 Athletic Programs
- 03 Student Government/Student Control of Organizations
- 04 Codes of Conduct/Student Discipline
- 05 Student Services
- 06 Campus Speakers
- 07 Student Newspapers/PUBLICATIONS/Media
- 08 Fraternal Societies/Other Student Extracurricular Organizations
- 09 Student Records

2. BUSINESS AND FINANCE

- 01 Fiscal Long-range Plans
- 02 Overall Operating Budget
- 03 Fund Raising (Development)
- 04 Tuition and Fees
- 05 Purchase Orders
- 06 Gifts
- 07 Legal Matters
- 08 Insurance Matters
- 09 Budget Adjustments/Transfers
- 10 Investments
- 11 Accounts Receivable/Collectables
- 12 Audits, Special Financial Reports
- 13 Expenditures

3. PHYSICAL PLANT

Actions pertaining to financial and business matters related to physical plant:

- 01 Overall Capital Budget
- 02 Fund Appropriations and/or Authorization for Revenue Bonds and/or Other Financing
- 03 Property Disposals (Real Estate or Equipment)
- 04 Awarding of Contracts
- 05 Change Orders
- 06 Planning Funds

Actions pertaining to other matters regarding physical plant:

- 07 Physical Long-range Development Plans
- 08 Stages of Physical Planning-Construction
- 09 Buildings/Grounds Alterations
- 10 Site Approvals
- 11 Naming of Buildings and/or Campuses
- 12 Leases
- 13 Policies/Procedures for Design and Construction of Buildings

4. EXTERNAL AFFAIRS

- 01 Coordinating Agencies
- 02 Legislature
- 03 Governor
- 04 Other State Agencies
- 05 State Board of Higher Education
- 06 Federal Government
- 07 Local Community (Public Relations)
- 08 Other

5. INTERNAL BOARD AFFAIRS

- 01 Standing Committees
- 02 Other Board Committees
- 03 Board Officers
- 04 Board Meetings
- 05 Bylaws/Standing Orders/Rules and Regulations
- 06 Other Board Procedures

6. ADMINISTRATIVE ORGANIZATIONS

- 01 Administrative Transfer of Authority
- 02 Organizational Plans
- 03 Delegations of Authority
- 04 Name Changes
- 05 Creation of New Positions and/or New Offices
- 06 Campus or System Governance Structures

7. OTHER

- 01 Other Administrative-type Regulations/Actions
- 02 Presidents' Reports
- 03 Committee Reports
- 04 Campus Reports
- 05 Other Reports

8. CEREMONIAL ACTIONS

- 01 Commendations
- 02 Appreciations
- 03 Awarding Honorary Degrees and/or Other Awards
- 04 Commencement/Convocation/Special Speakers

9. EDUCATIONAL PROGRAMS

Actions pertaining to financial and business matters related to educational programs:

- 01 Appropriation of Program Funds
- 02 Use and Fiscal Control of Grant and/or Gift Funds
- 03 Budget Transfers

Actions pertaining to other matters related to educational programs:

- 04 Long-range Academic Plan
- 05 Cooperative Programs
- 06 Intrainstitutional Programs
- 07 Grants and Contracts
- 08 Workloads/Standards
- 09 Current Curriculum
- 10 Degree Programs/Types Offered
- 11 Admission Standards/Requirements
- 12 Academic Calendar
- 13 Establishment of New Campuses
- 14 Academic Regulations

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